

Digitized by the Internet Archive  
in 2012 with funding from  
University of Guelph, University of Windsor, York University and University of Toronto Libraries









CANADA

# REPORT OF THE AUDITOR GENERAL TO THE HOUSE OF COMMONS

for the

FISCAL YEAR ENDED MARCH 31

1968 - 1969 - 1969/70

---

VOLUME I



© Crown Copyrights reserved

Available by mail from the Queen's Printer, Ottawa,  
and at the following Canadian Government bookshops:

HALIFAX

*1735 Barrington Street*

MONTREAL

*Æterna-Vie Building, 1182 St. Catherine St. West*

OTTAWA

*Daly Building, Corner Mackenzie and Rideau*

TORONTO

*221 Yonge Street*

WINNIPEG

*Mall Center Bldg., 499 Portage Avenue*

VANCOUVER

*657 Granville Street*

or through your bookseller

Price 75 cents      Catalogue No. FA1-1969/1

*Price subject to change without notice*

Queen's Printer for Canada  
Ottawa, 1970

# VOLUME I

## TABLE OF CONTENTS

	<u>Paragraph</u>	<u>Page</u>
<b>Introduction</b> .....		1
Standing Committee on Public Accounts .....	5	2
Recommendations and Observations by the Standing Committee on Public Accounts not yet implemented or dealt with .....	6	3
Scope of Audit .....	7	5
Office of the Auditor General .....	8	8
Proposed Auditor General of Canada Act .....	9	10
 <b>Summary of Expenditure and Revenue</b> .....		 13
Expenditure .....		13
Agriculture .....	15	15
Communications .....	16	15
Energy, Mines and Resources .....	17	15
External Affairs .....	18	15
Finance .....	19	15
Fisheries and Forestry .....	20	15
Indian Affairs and Northern Development .....	21	16
Industry, Trade and Commerce .....	22	16
Labour .....	23	16
Manpower and Immigration .....	24	16
National Defence .....	25	17
National Health and Welfare .....	26	17
Public Works .....	27	17
Regional Development .....	28	17
Secretary of State .....	29	18
Solicitor General .....	30	18
Transport .....	31	18
Treasury Board .....	32	18
Veterans Affairs .....	33	19
Royal Commissions under Part I of the Inquiries Act .....	34	19
Revenue .....		19
Excise taxes (other than sales tax) .....	39	21
Excise duties .....	40	21
Return on investments .....	41	21

	Paragraph	Page
Net postal revenue . . . . .	42	24
Other non-tax revenue . . . . .	43	24
<b>Comments on Expenditure and Revenue Transactions . . . . .</b>		<b>25</b>
Governor General's special warrants . . . . .	45	25
Revised vote pattern . . . . .	46	28
Contingencies Vote . . . . .	47	29
Grants paid prior to parliamentary approval . . . . .	48	31
Supplementing parliamentary appropriations . . . . .	49	31
Unpaid accounts carried forward to new fiscal year . . . . .	50	32
Capital assets charged to departmental operating accounts . . . . .	51	34
Cost of disposing of dairy products surplus to domestic requirements . . . . .	52	35
Costs incurred to prevent closing down of steel plant, Sydney, N.S. . . . .	53	36
Salaries and wages paid for work not performed . . . . .	54	37
Failure of a Crown corporation to deduct and remit employees' taxes and to pay other contributions to the United States Government . . . . .	55	38
Winding up of the Canadian Corporation for the 1967 World Exhibi- tion . . . . .	56	38
Salaries and termination payments . . . . .	57	40
Unpaid account for services and stores provided by the Department of National Defence to the Canadian Corporation for the 1967 World Exhibition . . . . .	58	41
Contractors' records not available for audit . . . . .	59	41
Contractor's share of sale proceeds of Primary Mass Transit System . . . . .	60	42
Certification of "counterpart funds" by recipient countries . . . . .	61	42
Gift of wheat shipped in 1968-69, with payment subject to parliamen- tary appropriation for 1969-70 . . . . .	62	43
Amending provisions of appropriation not included in Appropriation Act . . . . .	63	43
General election expenditure . . . . .	64	44
Deficit on inspection services . . . . .	65	45
Failure to file statements . . . . .	66	46
Cancelled telescope program, Mount Kobau, B.C. . . . .	67	47
Free accommodation for international commission, without parlia- mentary sanction . . . . .	68	47
Costs arising from cancellation of lease . . . . .	69	48
Improper use of working capital advance . . . . .	70	48
Loans and advances representing grants . . . . .	71	48
Indirect compensation to chartered banks . . . . .	72	50
Royal Canadian Mint . . . . .	73	51
Limited competition for government business . . . . .	74	51
Subsidization of Fishermen's Indemnity Plan . . . . .	75	52

	Paragraph	Page
Loan to Indian band recorded as a grant.....	76	53
Loan to co-operative association recorded as a grant.....	77	53
Accounting for advances to Indian bands for housing construction...	78	54
Public money not paid into the Consolidated Revenue Fund.....	79	54
Acquisition of additional land for Indian Reserve.....	80	54
Inadequate accounting and financial control procedures, Indian agencies.....	81	55
Inadequate accounting and financial control procedures, Fort Smith, N.W.T.....	82	56
Inadequate control of stores at northern locations.....	83	56
Cost of failure to discharge cargo, Eskimo Point, N.W.T.....	84	57
Inadequate accounting and financial control procedures, National Parks.....	85	57
Unrealistic meal charges in National Parks work camps.....	86	57
Co-ordination of research and development assistance to industry...	87	58
Admiralty courts.....	88	59
Increase in the annuity to a judge as the result of delay.....	89	60
Payment of salary to a judge during leave of absence.....	90	60
Existence of annuitants.....	91	60
Municipal winter works incentive program.....	92	61
Examinations of Canada Manpower Centres and Regional Offices...	93	61
Inadequate liaison between the Department of Manpower and Immigration and the Unemployment Insurance Commission.....	94	62
Examinations of Immigration Offices.....	95	63
Cost of the National Arts Centre, Ottawa.....	96	63
Settlements for leasehold interests.....	97	64
Travel by private motor car.....	98	65
Use of departmental vehicles.....	99	66
Pension awards effective at an early age.....	100	66
Unrealistic meal charges to Canadian Forces personnel.....	101	67
Subsidization of non-public fund activities by the Crown.....	102	68
Public moneys diverted to a non-public fund activity.....	103	69
Defect in regulations covering rehabilitation leave.....	104	69
Appropriateness of disciplinary measures.....	105	70
Failure to withhold benefits to offset damage claims.....	106	71
Indefinite deferment of establishment of Regional Emergency Government Headquarters.....	107	71
Assistance to provinces by the Canadian Forces in civil emergencies..	108	72
Inadequate control over Accountable Advances to aircraft repair and overhaul contractors for purchase of spare parts.....	109	73
Excessive advance payments under contract.....	110	74
Excessive progress claims by a contractor.....	111	74



	Paragraph	Page
Higher costs of procurement in Canada.....	112	75
Hydrofoil development program.....	113	76
Cost of developing navigation and flight control equipment which proved unsatisfactory.....	114	77
Restigouche Class destroyer conversion program.....	115	78
Cost of unused sewage-treatment units.....	116	78
Defective aero engine components.....	117	79
Non-productive expenditures—Canadian Forces Station Masset, B.C.	118	79
Construction of H.M.C.S. Provider.....	119	80
Latent defects in dress caps purchased for the Canadian Forces.....	120	81
Inadequate accounting, Vancouver and Churchill Harbours.....	121	82
Documentation not completed.....	122	83
<i>Ex gratia</i> payment to a firm of management consultants.....	123	84
Treatment of sick mariners.....	124	85
Provincial payments to federal hospitals under the Hospital Insurance and Diagnostic Services Act.....	125	87
Hospital charges for Indians.....	126	88
Canada Assistance Plan—Unemployment Assistance.....	127	88
Frauds in the Old Age Security Program.....	128	89
Lack of authority to spend revenue from operations.....	129	90
Departmental practices which lack statutory sanction.....	130	91
Questionable interpretation of the Excise Tax Act with regard to instalment sales.....	131	92
Calculation of duties of excise on spirits distilled or brought into a distillery.....	132	92
Loss of revenue due to failure to ensure renewal of security bond....	133	93
Concessions made to motor vehicle manufacturers.....	134	93
Remissions granted by the Governor in Council under section 22 of the Financial Administration Act.....	135	96
Collection of underpaid excise duties.....	136	97
Examinations of Customs ports.....	137	98
Disposal of Crown-owned houses.....	138	98
Computation of income for tax purposes.....	139	99
Income tax owing by non-residents.....	140	100
Income tax concessions to members of the Canadian Forces.....	141	100
Insufficient penalty for late payment of income tax.....	142	101
Second class mail.....	143	101
Collection of under-assessed postage.....	144	102
Losses from robberies at post offices.....	145	102
Failure by government departments to make proper payments for postage.....	146	103
Purchase and resale of delivery vehicles.....	147	103



	Paragraph	Page
Allowance to land mail contractors for services not performed . . . . .	148	104
Employment by personal service contract . . . . .	149	104
Federal land and other assets occupied and used by the Province of Quebec in the Montreal-Longueuil area . . . . .	150	105
Increasing accommodation rental costs . . . . .	151	105
Proposed rental not adjusted following discovery of space miscalculation . . . . .	152	106
Eating facilities for Crown employees in public buildings . . . . .	153	107
Cancellation of Northumberland Strait Crossing project . . . . .	154	107
Partial development of port which lacks prospective users, Gros Cacouna, Que. . . . .	155	108
Unused plans for National Defence Headquarters, Ottawa . . . . .	156	110
Additional cost due to construction delays, Ottawa . . . . .	157	111
Additional cost due to construction delay, Gros Cacouna, Que. . . . .	158	111
Cost of rectifying heating problem, Ottawa . . . . .	159	112
Cost of plans for project not proceeded with, Ottawa . . . . .	160	112
Unused plans for laboratory facilities, St. John's, Nfld. . . . .	161	113
Additional costs due to construction delays, Cowansville, Que. . . . .	162	113
Subsidization of irrigation projects . . . . .	163	113
Inadequate management of motor vehicle operations . . . . .	164	114
Alterations to a public building, Regina, Sask. . . . .	165	115
Continued upkeep of facilities by the Maritime Marshland Rehabilitation Administration . . . . .	166	115
Payment in advance of fulfilment of contract terms . . . . .	167	116
Financing of the Cape Breton Development Corporation . . . . .	168	116
Joint auditing arrangements with respect to provincial corporations financed from federal funds . . . . .	169	117
Excessive charges for the supply of water to penitentiary, Cowansville, Que. . . . .	170	118
Subsidized rental accommodation, Drumheller, Alta. . . . .	171	119
Work performed by inmates for penitentiary officers . . . . .	172	120
Disposal of surplus forging facility . . . . .	173	121
Unauthorized use of the Defence Production Revolving Fund . . . . .	174	121
Shared costs under a research contract not verified . . . . .	175	121
Potential losses on Queen's Printer's publications held for sale . . . . .	176	122
Public Printing and Stationery revolving fund . . . . .	177	123
Errors in salary payments by the Central Pay Office . . . . .	178	123
Errors in Public Service Superannuation Account pension and contribution calculations . . . . .	179	124
Misleading text of vote . . . . .	180	124
Accounting for revenue . . . . .	181	125

	Paragraph	Page
Deferment of legislation intended to meet recommendation of the Public Accounts Committee.....	182	125
Indirect subsidy for replacement of municipally-owned ferry vessel, Prince Rupert, B.C.....	183	126
Provision of navigational aids without charge to users.....	184	127
Scale of fees, steamship inspections.....	185	127
Negotiated settlement of contract.....	186	128
Partial adoption of suggestion with respect to lease renewals.....	187	128
Subsidization of accommodation and messing for single employees, Gander, Nfld.....	188	129
Dwellings for lightkeepers.....	189	129
Additional cost due to construction delays, Kirkfield, Ont.....	190	130
Awards under the Pension Act.....	191	130
War veterans allowances.....	192	131
Unrealistic meal charges in departmental hospitals.....	193	131
Federal-provincial shared-cost programs.....	194	132
Statements requested by the Public Accounts Committee.....	195	134
Losses through the fraud, default or mistake of any person.....	196	134
Non-productive payments.....	197	135

## Appendices

1. Recommendations and Observations by the Standing Committee on Public Accounts not yet implemented or dealt with.....	146
2. Proposed Auditor General of Canada Act and comparison with corresponding sections of the Financial Administration Act and explanation of changes proposed....	158
3. Summary of Employees of the Public Service by Departments, Crown Corporations and Other Instrumentalities authorized and on strength as at March 31, 1969 (with comparative figures as at March 31, 1968).....	170
4. Summary of Canada's Contributions to Federal-Provincial Shared-Cost Programs for the fiscal year ended March 31, 1969 (with comparative figures for the preceding fiscal year).....	178
5. Summary of Expenditure by Standard Objects for the fiscal year ended March 31, 1969 (with comparative figures for the preceding fiscal year).....	180

THE functions and responsibilities of the Auditor General of Canada are outlined in Part VII of the Financial Administration Act, *R.S., c.116*.

2. Subsection (2) of section 70 of the Act states that the Report of the Auditor General shall be laid before the House of Commons by the Minister of Finance on or before December 31 or, if Parliament is then not in session, within 15 days after the commencement of the next ensuing session.

I am unable to complete my Report on the results of my examinations for the year ended March 31, 1969 within this timetable due to the circumstances I outline in paragraph 7, Scope of Audit, and paragraph 8, Office of the Auditor General. In order to reduce the delay to a minimum with respect to at least part of this Report, I am submitting it to the House of Commons in two volumes.

Volume I, as its Table of Contents shows, contains the Introduction followed by the usual Summary of Expenditure and Revenue and Comments on Expenditure and Revenue Transactions. Volume II, which will be completed at the earliest date possible, will contain the Summary of Assets and Liabilities and my comments thereon, together with the sections on Crown Corporations, Departmental Operating Activities and Special Audits and Examinations.

3. In accordance with the requirement of subsection (1) of section 70 of the Act, I now report to the House of Commons on the results of my examinations of the expenditure and revenue transactions in the year ended March 31, 1969. This subsection reads:

The Auditor General shall report annually to the House of Commons the results of his examinations and shall call attention to every case in which he has observed that

- (a) any officer or employee has wilfully or negligently omitted to collect or receive any money belonging to Canada,
- (b) any public money was not duly accounted for and paid into the Consolidated Revenue Fund,
- (c) any appropriation was exceeded or was applied to a purpose or in a manner not authorized by Parliament,
- (d) an expenditure was not authorized or was not properly vouched or certified,
- (e) there has been a deficiency or loss through the fraud, default or mistake of any person, or
- (f) a special warrant authorized the payment of any money,

and to any other case that the Auditor General considers should be brought to the notice of the House of Commons.

4. The Statement of Expenditure and Revenue for the fiscal year ended March 31, 1969 and the Statement of Assets and Liabilities as at that date, prepared by the Receiver General for inclusion in the Public Accounts, have been examined and certified by me as

required by section 69 of the Financial Administration Act, subject to my comments in Volume I and Volume II of this Report. Copies of these financial statements are appended as Exhibits 1 and 2 to Volume II of this Report. The Summary of Appropriations, Expenditures and Unexpended Balances by Departments and the Summary of Revenue by Main Classifications and Departments, both as included in the 1969 Public Accounts, have also been examined and certified and copies are appended as Exhibits 3 and 4 to Volume II of this Report.

### *Standing Committee on Public Accounts*

5. At the request of the Public Accounts Committee, I gave special attention to updating my Report last year because the Committee had been unable to examine my 1966 and 1967 Reports, which were again referred to the Committee by the House on October 29, 1968.

My 1968 Report was tabled on March 26, 1969 and was referred to the Public Accounts Committee on April 16, 1969.

The Committee commenced its 1968-69 meetings during the First Session of the Twenty-eighth Parliament on October 24, 1968. It held 48 meetings up to and including June 19, 1969, nine of which were devoted to discussions with Treasury Board officials of the new form of Estimates to be introduced for 1970-71. The Committee also discussed my follow-up report showing the status of previous Committee recommendations and the following paragraphs in my 1967 Report:

<u>Paragraph No.</u>	<u>Title</u>
63	Disposal of surplus plant
94	Excessive advance payments under contracts
97	Hydrofoil development program
98	Expenditure on an aircraft simulator
99	The Cosmopolitan aircraft
101	Refit and improvement of H.M.C.S. Bonaventure
103	The counter-mortar radar
105	Naval architects' fees
106	Purchase of buses which proved to be unsatisfactory
109	Cost of disposal of aviation gasoline reserve
113	Additional cost of using unsuitable material
119	Concessions made to motor vehicle manufacturers
131	Cash discounts lost
166	Statements requested by the Public Accounts Committee
264	Queen's Printer—publishing activities



The Committee presented the following reports to the House:

First Report	January 29, 1969
Second Report	March 6, 1969
Third Report	April 17, 1969
Fourth Report	June 20, 1969
Fifth Report	June 26, 1969

The Committee was unable to consider my 1968 Report before the House terminated its First Session on October 22, 1969 with the exception of paragraph 148—Concessions made to motor vehicle manufacturers—which was the subject of three meetings on June 10, 12 and 17, 1969. It has not yet made any report to the House on its examination of this subject.

*Recommendations and Observations by the Standing Committee on Public Accounts not yet implemented or dealt with*

6. My Report to the House last year included a listing of 50 recommendations and observations by the Public Accounts Committee which were awaiting implementation by the Executive or further consideration by the Committee.

During the First Session of the Twenty-eighth Parliament, the Committee reviewed the recommendations and disposed of 11 of them as follows:

Withdrawn as no longer feasible due to the efflux of time—

Fifth Report 1964-65

Canadian Broadcasting Corporation—Report of the Royal Commission on Government Organization

Referred back to the Auditor General as due to the efflux of time they are no longer appropriate in their present form, or they concern areas of the Auditor General's continuing responsibility—

Fourth Report 1963

Departmental operating activities

Internal financial control

Unemployment Assistance

Fourth Report 1964-65

Findings of the Royal Commission on Government Organization

Sixth Report 1964-65

National Defence administrative regulations and practices

Unauthorized use of Crown-owned vehicles

Discretionary awards of Service pensions

Accounts receivable

Tenth Report 1966-67

Transportation on leave allowance

Thirteenth Report 1966-67

Municipal winter works incentive program

The Executive has implemented the following three recommendations:

Sixth Report 1964-65

Financial assistance to Town of Oromocto, N.B.

Seventh Report 1966-67

Advances to Canadian Corporation for the 1967 World Exhibition

Eleventh Report 1966-67

Central Mortgage and Housing Corporation—Statement of Net Income

The following recommendations have been partially implemented:

Fourth Report 1964-65

The form and content of the Estimates

Supporting financial information of Crown corporations and other public instrumentalities requiring financing by parliamentary appropriations is now included in the Estimates.

Sixth Report 1964-65

Interest charges on loans to the National Capital Commission

The National Capital Commission has received a directive from the Treasury Board with respect to loans for the purchase of property other than in the Greenbelt under which, starting with 1970-71, loans will be provided only in order to acquire, improve and service properties which are to be sold to other users, thereby enabling the Commission to repay the loans. The Commission is to provide in its future budgetary appropriations for the payback of loans which were used to purchase land which is not for sale.

Indirect compensation to chartered banks

The Department of Finance has provided information to the Committee on the following three points:

- (1) why it considers that an amount of \$100 million should be left on deposit with the chartered banks free of interest;
- (2) why, if it considers that the chartered banks should be compensated for the service provided by them to the Government, it has not recommended that subsection (1) of section 93 of the Bank Act, 1953-54, c.48, be amended to permit this; and
- (3) what other means of compensating the banks for services rendered were considered and why they were discarded.

Eighth Report 1964-65

Amendments to the Customs Act and the Excise Tax Act

Statutory sanction has been given, as recommended by the Committee, to departmental practices in connection with the sale of goods unclaimed at Customs, and the refunding of duty paid on goods diverted to use other than that for which they were imported.

Third Report 1966-67

Standing Committee on Public Accounts

The present Committee was appointed for the duration of the Twenty-eighth Parliament

Thirteenth Report 1966-67

Parliamentary control of expenditure

Provision has now been made for prompt consideration of the annual Main Estimates.

In its Fifth Report 1968-69, presented to the House on June 26, 1969, the Committee made one additional recommendation which is capable of specific implementation but which has not yet been implemented. (See Appendix 1, item 37.)

The 37 recommendations and observations which have not been implemented or otherwise dealt with are listed in Appendix 1 to this Report.

Following consideration of 36 of these recommendations, which had been referred to in my 1967 Report and are still outstanding, the Public Accounts Committee categorized them in its Fifth Report 1968-69 as follows:

<u>Category</u>	<u>Items in Appendix 1 of this Report</u>	<u>Number</u>
No action as yet	3, 4, 6, 7, 11, 12, 13, 16, 20, 22, 23, 24, 31, 35	14
Executive has indicated disagreement with recommendation	5, 9, 17, 18, 19, 21, 25, 27, 29, 32, 33, 34	12
Progress being made	1, 2, 8, 14, 26, 30	6
Partially implemented	15, 36	2
Soon to be implemented	28	1
Action taken not satisfactory	10	1
		—
		36
		==

### *Scope of Audit*

7. Examinations of the departmental accounts for the year ended March 31, 1969 were made in conformity with section 67 of the Financial Administration Act which reads:

The Auditor General shall examine in such manner as he may deem necessary the accounts relating to the Consolidated Revenue Fund and to public property and shall ascertain whether in his opinion

- (a) the accounts have been faithfully and properly kept,
- (b) all public money has been fully accounted for, and the rules and procedures applied are sufficient to secure an effective check on the assessment, collection and proper allocation of the revenue,
- (c) money has been expended for the purposes for which it was appropriated by Parliament, and the expenditures have been made as authorized, and
- (d) essential records are maintained and the rules and procedures applied are sufficient to safeguard and control public property.

It has never been possible or practicable for the Auditor General to check all transactions in every department of Government. The extent or scope of his audit is similar to that of a commercial practitioner whereby, in accordance with accepted auditing standards, verification is limited to such tests of the accounting records and other supporting evidence as the auditor considers necessary in the circumstances.



In addition to test verifications of this nature, the Auditor General must satisfy himself at all times that the systems of internal financial control throughout departments, agencies and Crown corporations are adequate and operating effectively. These are of vital importance to him because their effectiveness determines in large measure the nature and scope of his external audit and the extent to which he must carry out tests of the detailed accounting records. They are under constant survey, not only to facilitate effective audit programming but also to ensure that there is no duplication or overlapping of work as between his external audit and the departmental internal audit and that both make their proper contribution to the effectiveness of the system.

It must be recognized that in addition to the responsibilities of the Auditor General in carrying out the audit of financial transactions, as defined by the Financial Administration Act and in accordance with accepted auditing standards, he is also charged under that Act with carrying out a legislative audit. This requires that he must satisfy himself that transactions relating to the Consolidated Revenue Fund and to public property conform to the Statutes of Canada as well as to established constitutional practice.

When discussing the scope of the audit with the Public Accounts Committee several years ago, I dealt at some length with the necessity for broadening the scope of our audit programming because of the size and increasing complexity of government operations. It was a matter of concern to me then, as it is today, that the scope of the work of the Office had too often to be conditioned by the limited staff available. In other words, my staff available for the audit assignments had had to be spread too thinly across the jobs, a situation I regarded as serious. It is a dangerous position for any audit office to be placed in because it can prejudice the effectiveness of its work. It is with regret that I must advise the House that the Office is still in this serious position and will remain in this position as long as it is handicapped by insufficient staff. Details of this and other factors contributing to this situation are discussed under the heading of Office of the Auditor General (paragraph 8).

At that same time I recorded my recognition of the important pre-audit work being carried out by the staff of the Comptroller of the Treasury. His staff then numbered some 4,650 of which 230-odd comprised the Audit Services Bureau largely examining cost records of contractors engaged on government work. The bulk of the Comptroller's staff consisted of Treasury officers controlling the expenditures of the various government departments. Their work, however, did not normally extend to the Crown corporations. The Comptroller's operations were essentially of an internal control and internal auditing nature within the executive branch of the Government. I explained to the Public Accounts Committee how their competence and effectiveness enabled the Auditor General to place considerable reliance on their work in determining the scope of his own auditing work. However, it remained the responsibility of the Auditor General on behalf of Parliament to determine the extent of his own work and to satisfy himself that the overall system of internal control throughout all government agencies operated effectively.



In my Report last year, when commenting on the control of public expenditure, I referred to the growth in the size of government since the Royal Commission on Government Organization completed its reports and to the steps the Government has taken to improve its management and other techniques to meet the demands of its expanding organization. The cost of this in terms of staff and related office needs has been reflected in increasing budgetary expenditure since 1963. When the Royal Commission completed its work in 1963 the cost of administration in the Government was at the level of \$1,000 million per annum. It is noteworthy that the comparable figure now estimated to be required for 1969-70 is over \$2,000 million, an increase of 100% over the past seven years. The numbers of employees authorized and on strength in all of the departments, Crown corporations and other instrumentalities comprising government organization as at March 31, 1969 are set forth in Appendix 3 to this Report.

This growth in government organization has severely taxed the limited facilities of my Office in its efforts to maintain acceptable auditing standards. The number of departments, Crown corporations and other instrumentalities has increased from 56 in 1963 to 65 in 1969, while the total authorized staff of these bodies increased from 340,000 to 380,000 during the same period. In addition, the number of non-corporate boards, permanent commissions and other agencies increased from 30 in 1963 to 33 in 1969. Organizational changes during this period have resulted in 12 former departments and agencies being superseded by 24 new departments, Crown corporations and agencies, some of which have established large numbers of regional offices across the country. As a consequence, the number of locations requiring specific audit attention from this Office has increased by nearly 400 or 15% during the six-year span. Legislation introduced in Parliament during the past year with respect to such bodies as the Freshwater Fish Marketing Corporation, the International Development Research Centre of Canada, the Standards Council of Canada, the Canadian Saltfish Corporation and the Company of Young Canadians will place further responsibilities on the Auditor General.

With effect from April 1, 1969, the Financial Administration Act was amended to abolish the Office of the Comptroller of the Treasury and to provide for the transfer to government departments of the responsibilities for pre-audit and commitment control. This legislation, which implemented one of the recommendations made by the Royal Commission on Government Organization in 1962-63, is sound since it places the responsibility for pre-audit and commitment control where it belongs—on the operating managements.

It must be recognized, however, that with this transfer an important change has taken place. The departments are now responsible for pre-auditing their own transactions instead of having the pre-auditing done independently by an outside control agency such as formerly existed under the Comptroller of the Treasury. My officers have been keeping in close touch with this situation throughout the transition period because of the additional responsibility which the elimination of this independent pre-auditing places on the Auditor General who must now extend the scope of his external audit programming accordingly.

In a recent survey we have found that only 13 of the 43 departments affected appear to have within them effective operating internal audit groups, leaving 30 which have not yet made suitable arrangements. No doubt many of these will call on the newly formed Department of Supply and Services for assistance.

I have had these developments and changes under the closest study because the Auditor General must, like any auditor placed in a similar position, be receptive and ready to adapt himself to change and thus be able to assure his client that there will be no diminution either in the quality or effectiveness of his work. I have therefore examined the scope of our audit programming at length with my Directors in face of these changes and new responsibilities.

The findings of this survey prove conclusively that the Office must enlarge the scope of its audit coverage in practically all areas if the Auditor General is to make an effective evaluation of the manner in which the departments are carrying out their new responsibilities and at the same time maintain the present standard of his work. Several of the situations mentioned this year under Comments on Expenditure and Revenue Transactions bear this out. This additional substantial burden on the Office makes it imperative that additional staff be made available to it. Not only is it essential that the staff establishment of the Office, presently frozen by the Treasury Board at 239, be increased to 250 and all the positions filled by March 31, 1970, but that at least 40 additional positions be made available to the Office and filled beginning April 1, 1970.

Our examinations during the past year have covered all departments, Crown corporations and other agencies of the Government of Canada excepting those corporations and other instrumentalities whose accounts are subject to examination by other auditors. Members of the staff of the Audit Office, during the course of their work, were given full access to all vouchers, records and files of the various departments, Crown corporations and other agencies. In addition, they were readily provided with all supplementary information and explanations required. I should like to express my appreciation for the co-operation thus extended by departmental and Treasury officers and by the administrative and accounting officers of Crown corporations and other agencies.

### *Office of the Auditor General*

8. The Public Accounts Committee has had the functions and operations of the Audit Office under review for many years. As a consequence the Committee has made a number of recommendations to the House designed to ensure the independence of the Office as well as to improve parliamentary control of public funds. The recommendations in question are set out in Appendix 1, items 5, 17, 18, 19, 20 and 33.

One of these recommendations dating back to 1960 was reiterated by the Committee in its Third Report 1966-67:

It continues to be the opinion of the Committee that it is fundamental that the Office of the Auditor General of Canada be strong, capable, efficient and equipped to operate in accordance with the high standards of independence and objectivity expected of professional



accountants. The Committee has been particularly pleased to note in this connection that the Office was recently accorded the right by the Institutes of Chartered Accountants of Quebec (1964) and Ontario (1966) to article students-in-accounts.

The Committee believes that, as an officer of Parliament, the Auditor General should have the right to recruit the professional and senior staff he needs, in the same independent manner as do other officers of Parliament and that the Auditor General's establishment be set in the same manner as government departments.

My Office has a staff strength of 233 at this time. It is a small office in relation to similar offices in the British Commonwealth. For example, the Australian Audit Office has a staff strength of approximately 540. As I have already shown under Scope of Audit, I believe a staff of 290 to 300 should meet Canada's requirements under existing conditions.

The members of the staff of my Office are dedicated public servants who are devoting their careers to its service. More than one-third of the auditing staff, 80 in number, are qualified Chartered Accountants, Certified General Accountants or Registered Industrial Accountants, qualifications which in many instances have been obtained as a result of extra study after hours. As the Public Accounts Committee noted in 1966, the Office of the Auditor General was accorded the right a few years ago by the Institutes of Chartered Accountants of Quebec and of Ontario to article students-in-accounts, an arrangement of which advantage is being taken by the junior members of the staff.

I have advised the House over the past several years that the failure of the Executive to heed the recommendations of the Public Accounts Committee concerning my Office has continued to impose a severe handicap on the Office in its efforts to meet the standard set by the Committee in its report to the House. Furthermore, this failure has also resulted in the unsatisfactory situation I have described under Scope of Audit due to the continuing shortage of staff.

Because of the requirement of section 65 of the Financial Administration Act that "such officers and employees as are necessary to enable the Auditor General to perform his duties shall be appointed in accordance with the provisions of the Public Service Employment Act", the Office must rely on the Public Service Commission for the recruitment of its staff. Neither the members of previous Public Accounts Committees nor I have considered this to be satisfactory for the principal reason that a conflict of interest arises. The Auditor General should not be required to rely for his staff needs on an agency he must examine and on which he must be free to report to the House.

The Public Service Commission has for many years been unable to recruit sufficient staff of the calibre required to bring the Office up to its establishment figure as approved by Parliament. This, together with the problems caused by the Treasury Board's reclassification of my staff positions, is seriously interfering with the efficient discharge of our professional work.

Another unfortunate consequence of this situation is that the pressures of our professional work preclude many of my officers, particularly the senior ones, from participating as fully as they should in the opportunities being offered by the Government to its employees in the fields of bilingual training, advanced management courses, electronic data processing training, auditing research, and rotation in other areas of government service. I believe that, as a group, my senior officers possess an accumulation of knowledge and experience of governmental and parliamentary practices, procedures and legislation unrivalled on the Canadian scene. In my opinion this represents an asset which it is in the interest of Canada to maintain and strengthen.

My estimated staff requirement for the current year 1969-70 totalled 250 employees for which Parliament approved the funds on June 27, 1969. On August 8, 1969 the Treasury Board advised me that by Cabinet Decision the maximum allowable strength of my Office at March 31, 1970 was to be reduced to the figure of actual strength on July 31, 1969, which was 236. On September 26, 1969 I requested the reinstatement of my staff position to the figure of 250 and furnished the Board with a detailed justification for this request. On October 1, 1969 the Deputy Secretary of the Board advised me that "the Board did not feel that the Office's total request for manpower could be considered to fall within the scope of the Cabinet Decision of July 30 concerning the size of the Public Service in 1969-70 and 1970-71". The establishment figure of 250 was therefore reduced to a new ceiling of 239 which took into account two outstanding job offers. The actual staff strength at December 31, 1969 was, however, only 233.

It is the responsibility of the Auditor General to determine the extent and scope of his work for Parliament. By reducing his staff below the figure which Parliament has authorized, the Executive places itself in the position of limiting the scope and consequently the effectiveness of his work in the discharge of his statutory responsibilities. It is my view that this is not only contrary to the Financial Administration Act but wholly inconsistent with the intent and wishes of Parliament.

I have discussed this from time to time with the Minister of Finance and the President of the Treasury Board and explained how my officers and I are doing our best each year to live with this state of affairs by rearranging and postponing work programming, which we have done to such an extent that it has resulted in serious delays in the preparation of many of my reports, particularly those to the House. This has thrown an unreasonably heavy burden on my Office, particularly on its small cadre of senior officers to the detriment of their performance and of their health.

Problems such as these give rise to continual argument with officials of departments whose work the Auditor General must examine and be free to report on to the House. Thus a conflict of interest arises which can inhibit both the independence of the Auditor General and the efficient discharge of his work for Parliament.

#### *Proposed Auditor General of Canada Act*

9. As has been stated in the preceding section, the Public Accounts Committee has had the functions and operations of the Audit Office under review for many years and



has made a number of recommendations to the House designed to ensure the independence of the Office as well as to improve parliamentary control of public funds.

In its Third Report 1966-67, the Committee made a series of recommendations concerning the Office of the Auditor General one of which read as follows:

The Committee is of the opinion that all of the characteristics, duties and functions of the Office of the Auditor General should be set out in a separate Act of Parliament governing this Office instead of being a part of the Financial Administration Act.

The Committee is requesting the Auditor General to consult his legal advisers and to co-operate with them in drafting such an Act for submission to the Committee and to the Government.

In accordance with the Committee's request, I consulted with my legal advisers and co-operated with them in drafting an Act for submission to the Committee and to the Government. As I have advised the House in previous Reports, I submitted the draft Act to the Chairman of the Committee and to the Minister of Finance on February 20, 1967. Its text is reproduced as Appendix 2 to this Report. However, the Committee has not yet completed its consideration of this draft legislation.

During the past year the Federal Legislation Committee of the Canadian Institute of Chartered Accountants reviewed the operations of my Office as a prelude to its examination, clause by clause, of the proposed Auditor General of Canada Act. I understand this Committee subsequently reviewed its findings with individual practising members of the Canadian Institute of Chartered Accountants, with Provincial Auditors and with officials of a number of Crown corporations. On December 19, 1969 the Canadian Institute forwarded its comments on this proposed legislation to the Prime Minister and to the Chairman of the Public Accounts Committee.

In view of the situation with which my Office is faced at this time, I believe that the preamble given by the Canadian Institute of Chartered Accountants in its comments on this proposed Act will be of special interest to the members of the House:

As a servant of Parliament, the Auditor General of Canada's duties, responsibilities, powers and administrative provisions should, in our view, be regulated by a separate and distinct Act of Parliament.

The Auditor General is appointed by the Governor in Council to ensure that the will of Parliament is fully carried out in financial matters. The independent appraisals the Auditor General makes for Parliament are a review of the manner in which government departments discharge their financial responsibilities and of the effectiveness of their control systems, including internal audit.

The Government's annual budget is now in excess of \$10 billion; there are over 350,000 employees in over 85 departments, Crown corporations and other instrumentalities; the Government is a 50% partner in tax-paying businesses and industries; and it has financial relationships with the ten provinces and many other governments throughout the world. These factors, plus the recent reorganization of the Government's accounting system whereby each department is now responsible for the pre-audit of documents before they are submitted for payment, all tend to make the role of the Auditor General more important and more difficult than ever.

To do justice to this heavy responsibility, the Auditor General and his staff must be truly independent, answering only to Parliament; they must be free from interference, improper pressures and recriminations. Also, the Auditor General must be free to select and appoint his own staff. As a specialist, he gathers, evaluates and reports the information which, based on his professional judgment, he believes is wanted or needed by Parliament. His judgment should be informed judgment based on a continuous dialogue with government departments.

It is now over three years since the Public Accounts Committee requested that this draft Act be prepared. I hope it will be possible for the Committee to examine it at an early date and to examine witnesses from the Canadian Institute of Chartered Accountants and other interested persons. It is my considered opinion, based on my experience in the Office, that it can only be through the means of a separate and distinct Act, as proposed by the Public Accounts Committee and now endorsed by the Canadian Institute of Chartered Accountants, that the Auditor General of Canada can function in the best interests of the Parliament of Canada.

## Summary of Expenditure and Revenue

10. The Statement of Expenditure and Revenue for the fiscal year ended March 31, 1969, prepared by the Receiver General for inclusion in the Public Accounts and certified by the Auditor General as required by section 64 of the Financial Administration Act, is reproduced as Exhibit 1 to Volume II of this Report. The Statement shows expenditure of \$10,767 million, revenue of \$10,191 million and a deficit of \$576 million for the year. By comparison, there were deficits of \$795 million in the preceding year and \$422 million in 1966-67.

### *Expenditure*

11. The Summary of Appropriations, Expenditures and Unexpended Balances by Departments for the fiscal year ended March 31, 1969, as published in the Public Accounts, is reproduced as Exhibit 3 to Volume II of this Report and shows appropriations of \$10,945 million, expenditures of \$10,767 million and unexpended balances totalling \$178 million.

12. Of the \$10,945 million of appropriations available for expenditure in the year, \$4,961 million was provided by statutory authorities and \$5,936 million was granted by Appropriation Acts (Nos. 2, 3 and 4 of 1968 and No. 1 of 1969) while \$48 million remained available from continuing 1967-68 appropriations.

Of the \$10,767 million of expenditures during the year, \$4,961 million (46%) was incurred under statutory authorities, with \$5,806 million (54%) being spent under the authority of appropriations granted for the year and continuing appropriations of the previous year.

Of the \$178 million of unexpended balances at the year-end, \$172 million lapsed in compliance with section 35 of the Financial Administration Act and \$6 million pertaining to the following departments and votes remained available for expenditure in 1969-70 because of the special wording of the appropriations:

Department	Vote	Particulars	Amount
External Affairs.....	35	International food aid program.....	\$ 2,295,000
(1967-68)	35	Italian earthquake relief.....	99,000
Indian Affairs and Northern Development.....	30	Northern mineral development assistance grants.....	517,000
Manpower and Immigration.....	6	Municipal winter works incentive program.....	500
Regional Development (1967-68)...	100	Housing and mobility assistance.....	490,000
Secretary of State.....	1	Task force on educational broadcasting..	154,000
	2	Construction or acquisition of buildings, works, land and equipment—National Arts Centre.....	2,611,000
			<u>\$ 6,166,500</u>



13. The lapsed balances of \$172 million represented 2.9% of the \$5,984 million provided under Appropriation Acts. This was after transferring a total of \$40 million between votes with parliamentary authority, thus reducing by \$40 million the amount which would otherwise have lapsed at the year-end and as a consequence the Supply that Parliament would otherwise have been asked to provide. An additional \$120 million, the balance remaining at the year-end, in Treasury Board Vote 5, Contingencies, was transferred from the Vote with parliamentary approval as a reserve to be used for the payment of salary increases with respect to the 1968-69 and previous fiscal years. In the preceding year lapsed balances totalled \$190 million (3.2%). In the following cases the lapsed balances represented more than 10% of the appropriations under the Appropriation Acts:

	Appropriations	Lapsed	
		Amount	%
Justice.....	\$ 5,894,000	\$ 1,363,000	23
Industry, Trade and Commerce.....	163,369,000	30,638,000	19

14. The following summary compares expenditure for the fiscal year 1968-69 with that of the previous year:

	1968-69	1967-68	Increase (Decrease)	
			Amount	%
Agriculture.....	\$ 286,880,000	\$ 276,467,000	\$ 10,413,000	3.8
Communications.....	354,543,000	316,347,000	38,196,000	12.1
Consumer and Corporate Affairs.....	13,753,000	12,872,000	881,000	6.8
Energy, Mines and Resources..	179,692,000	203,370,000	(23,678,000)	(11.6)
External Affairs.....	226,116,000	215,749,000	10,367,000	4.8
Finance.....	2,420,665,000	2,120,917,000	299,748,000	14.1
Fisheries and Forestry.....	79,046,000	73,797,000	5,249,000	7.1
Governor General and Lieutenant-Governors.....	1,039,000	1,021,000	18,000	1.8
Indian Affairs and Northern Development.....	266,993,000	231,436,000	35,557,000	15.4
Industry, Trade and Commerce	203,889,000	186,394,000	17,495,000	9.4
Justice.....	16,931,000	15,354,000	1,577,000	10.3
Labour.....	136,598,000	118,030,000	18,568,000	15.7
Legislature.....	18,587,000	18,306,000	281,000	1.5
Manpower and Immigration...	416,115,000	417,867,000	(1,752,000)	(.4)
National Defence.....	1,760,796,000	1,751,598,000	9,198,000	.5
National Health and Welfare..	1,668,740,000	1,508,717,000	160,023,000	10.6
National Revenue.....	119,971,000	115,058,000	4,913,000	4.3
Privy Council.....	9,270,000	11,025,000	(1,755,000)	(15.9)
Public Works.....	284,771,000	290,800,000	(6,029,000)	(2.1)
Regional Development.....	180,790,000	159,574,000	21,216,000	13.3
Secretary of State.....	522,569,000	365,944,000	156,625,000	42.8
Solicitor General.....	165,938,000	153,460,000	12,478,000	8.1



			Increase (Decrease)	
	1968-69	1967-68	Amount	%
Supply and Services.....\$	65,702,000	\$ 64,353,000	\$ 1,349,000	2.1
Transport.....	508,060,000	535,278,000	(27,218,000)	(5.1)
Treasury Board.....	432,215,000	259,532,000	172,683,000	66.5
Veterans Affairs.....	427,580,000	400,815,000	26,765,000	6.7
	<u>\$ 10,767,249,000</u>	<u>\$ 9,824,081,000</u>	<u>\$ 943,168,000</u>	<u>9.6</u>

NOTE: Appropriation Act No. 4, 1968, *1968-69, c.11*, authorized the Department of Communications to credit revenue to its administration, operation and maintenance vote and the Department of Transport to credit revenue to the administration, operation and maintenance votes for Marine Services and Air Services, instead of recording it as non-tax revenue. For purposes of comparison, the expenditure figures for the previous year have been adjusted.

In the following paragraphs attention is drawn to significant increases or decreases in expenditure charged to individual appropriations or groups of appropriations.

**15. Agriculture.** Increases in this Department included an increase of \$2.2 million (58%) in the amount paid to the Farm Credit Corporation to help meet its annual operating loss. Decreases included a reduction of \$5.4 million (45%) in payments of premiums on high quality cheese and on high grade hog and lamb carcasses.

**16. Communications.** The expenditure of the Post Office increased \$40 million (13%) due mainly to an increase of \$37 million (18%) in salaries and allowances.

**17. Energy, Mines and Resources.** The net decrease in expenditure included decreases of \$30 million (89%) in payments in connection with the movement of coal, a program that is being phased out, \$4.2 million (61%) in contributions to the provinces towards the construction of dams and other works, and \$1.9 million (69%) in contributions to the provinces to assist in the development of roads leading to resources.

**18. External Affairs.** The expenditure of the Canadian International Development Agency increased by \$6.7 million (5%) due mainly to an increase of \$5.7 million (4.3%) in economic, technical, educational and other assistance.

**19. Finance.** An increase of \$1,521 million in outstanding bonds and treasury bills largely accounted for an increase of \$179 million (14%) in public debt charges. Subsidies and other payments to the provinces increased by \$130 million (18%) and disbursements under the Canada Student Loans Act, *1964-65, c.24*, increased by \$4.1 million (70%). There was a decrease of \$15 million (87%) in forgiveness of indebtedness under the Municipal Development and Loan Act, *1963, c.13*, resulting from the phasing out of the program.

**20. Fisheries and Forestry.** Major variations included an outlay of \$6.5 million in 1968-69, to recoup the Fisheries Prices Support Account for losses to March 31, 1969, for

which there was no counterpart in 1967-68, and a decrease of \$4.5 million (52%) in the payment of grants, contributions and subsidies in respect of the construction of fishing vessels and assistance to producers of salted fish.

**21. Indian Affairs and Northern Development.** Increases in expenditure included: \$18 million (19%) for administration, operation and maintenance of the Indian Affairs Branch, and \$5.6 million (16%) for the Northern Development Branch; \$2.4 million (25%) in payments to the Governments of the Yukon Territory and the Northwest Territories; \$1.3 million (46%) in northern mineral development assistance grants; and \$5 million (26%) in costs of administration, operation and maintenance of national parks, historic sites and monuments, and wildlife resources.

**22. Industry, Trade and Commerce.** There was a net decrease of \$4.3 million (4.7%) in the expenditure of the Industry component of this Department. Capital subsidies for the construction of commercial and fishing vessels declined \$17 million (43%) largely due to a reduction in the rates of subsidies and in the number of trawlers built. Grants to industry, as incentives for the expansion of scientific research and development in Canada, totalled \$20 million in 1968-69 compared with \$2.1 million in 1967-68, the year in which the program commenced.

Expenditure of the Trade and Commerce component increased by \$20 million (27%) which included increased carrying costs of temporary wheat reserves, \$19 million (60%), and payments to the Canadian Wheat Board with respect to sales of wheat below minimum prices determined by the Governor in Council, \$4.4 million (168%). There was a reduction of \$4.6 million (66%) in the cost of Canada's participation in world exhibitions and there was no counterpart in 1968-69 for the grant of \$1.4 million made in 1967-68 to the Pacific National Exhibition.

**23. Labour.** Canada's contribution to the Unemployment Insurance Fund is a fixed percentage of the total employee-employer contributions. As a result of an amendment (1967-68, c.33) to the Unemployment Insurance Act, 1955, c.50, which, effective June 30, 1968, extended coverage to more employees and established higher contribution rates, Canada's contributions to the Fund increased by \$17 million (25%).

**24. Manpower and Immigration.** The phase-out of the technical and vocational training program resulted in a reduction in payments to the provinces of \$83 million (96%) and the phase-out of the municipal winter works incentive program resulted in a reduction of \$9 million (29%). Capital assistance in the provision of training facilities for adult occupational training decreased by \$13 million (11%). Increases included \$52 million (94%) in training allowances, \$32 million (65%) in the cost of training purchased under the occupational training program, \$1.5 million (59%) in payments to the provinces to carry out vocational rehabilitation of disabled persons, and \$1.2 million (40%) under the manpower mobility program.



The increase in expenditure of the Immigration component of the Department included \$6.2 million for the education of Czechoslovakian refugees coming to Canada and \$2.3 million for their accommodation and incidental expenses for which there was no counterpart in the preceding year.

**25. National Defence.** There was an increase of \$32 million (44%) in the amortization of the actuarial deficiency in the Canadian Forces Superannuation Account. A net reduction of \$20 million (1.3%) in expenditure for Defence Services comprised a decrease of \$42 million (15%) in construction or acquisition of buildings, works, land and major equipment offset by increases of \$17 million (1.4%) in operation and maintenance, and \$5 million (40%) in development.

The Department's expenditure of \$1,761 million does not include \$25 million expended from the Department's Surplus Crown Assets Account established by Vote 48, Appropriation Act No. 2, 1966, 1966-67, c.3, into which are paid revenues received from the sale of surplus buildings, works, land, material, supplies and equipment.

**26. National Health and Welfare.** The increase in expenditure comprised \$154 million (10%) in departmental expenditure and \$6 million (31%) in the amount expended by the Medical Research Council on scholarships and research grants. The major increases in departmental expenditure were in respect of contributions to the provinces under the following programs: \$93 million (20%) pursuant to the Hospital Insurance and Diagnostic Services Act, 1957, c.28; \$33 million pursuant to the Medical Care Act, 1966-67, c.64, for which there was no counterpart in 1967-68; and \$26 million (11%) pursuant to the Canada Assistance Plan, 1966-67, c.45, and the Unemployment Assistance Act, 1956, c.26. There was a decrease of \$5.5 million (62%) in contributions to the provinces under the old age assistance program due to the transfer of recipients to other programs.

**27. Public Works.** The cost of accommodation services increased \$35 million (26%) as a result of increases of \$6.8 million (25%) in building rentals and \$5.2 million (9.4%) in other costs of maintenance and operation of public buildings and grounds, and of \$23 million (47%) in the construction and acquisition of, and major repairs and improvements to, public buildings. Expenditure on construction, acquisition, major repairs and improvements in respect of harbours and river works decreased \$13 million (37%). The costs of roads, bridges and other engineering services declined \$30 million (36%) which included a \$29 million (44%) decline in expenditure on the Trans-Canada Highway.

**28. Regional Development.** Expenditure on projects and programs under the Agricultural and Rural Development Act (ARDA), 1960-61, c.30, and from the Fund for Rural Economic Development increased by \$9 million (27%). Costs of irrigation and water storage projects in the western provinces decreased by \$3.4 million (28%). The Cape Breton Development Corporation, which was established on October 1, 1967 to promote and assist the financing and development of industry on the Island of Cape Breton, was provided with \$30 million during 1968-69, its first full year of operation,

compared with \$1.7 million in 1967-68. There was no counterpart in 1968-69 for the payment of \$11 million in the previous year into the Area Development Account.

**29. Secretary of State.** Payments to the provinces for post-secondary education increased by \$169 million (156%) and the grant to the Canada Council by \$3.7 million (22%). For the election of June 1968, the Office of the Chief Electoral Officer incurred expenditure of \$13 million compared with \$600,000 in 1967-68. There was a reduction of \$6 million (30%) in expenditure on the National Arts Centre, and payments to the Company of Young Canadians decreased by \$542,000 (22%). Although the Centennial Commission ceased to exist on April 1, 1968, expenditure of \$179,000 incurred in closing out its affairs was charged to a 1968-69 appropriation. In comparison, \$31 million was charged to parliamentary appropriations in 1967-68, \$13 million of which was credited to the Centennial of Confederation Fund.

**30. Solicitor General.** There were increases of \$8 million resulting from a pay increase to the Royal Canadian Mounted Police retroactive to July 1, 1967, and \$4.9 million (52%) in contributions to the Royal Canadian Mounted Police Superannuation Account. There were decreases in the cost of construction or acquisition of buildings, works, land and equipment, amounting to \$3.8 million (38%) for the Royal Canadian Mounted Police and to \$9.3 million (40%) for Correctional Services.

**31. Transport.** There was a decrease of \$25 million (23%) in respect of Railways and Steamships, of which \$14 million (59%) related to the construction or acquisition of coastal ferries, docks and terminals and \$6.4 million (11%) to the deficits arising from the operation of the national railway system and ferry and terminal services. There was also a decrease of \$32 million (26%) in payments to railway and transportation companies pursuant to the provisions of the National Transportation Act, 1966-67, c.69. The cost of Air Services increased \$18 million (14%), primarily for construction or acquisition of buildings, works, land and equipment. Reimbursement of Central Mortgage and Housing Corporation for expenditure on housing research, community planning and other projects increased \$6.6 million (29%).

**32. Treasury Board.** Treasury Board Vote 5b, Appropriation Act No. 1, 1969, 1968-69, c.23, established a reserve to be used for the payment of salary increases with respect to the 1968-69 and previous fiscal years. As a result, the Treasury Board was charged with an expenditure of \$120 million, which was credited to "Undisbursed balances of appropriations to special accounts". There was no comparable expenditure in 1967-68. Contributions to the Public Service Superannuation Account increased by \$31 million (26%).

Expenditure of the National Research Council of Canada increased by \$17 million (17%) over the previous year. The increase was mainly accounted for by increases in scholarships and grants in aid of research, \$14 million (30%), and administration, operation and maintenance, \$6.3 million (15%), offset by a decrease in construction or acquisition of buildings, works, land and equipment, \$4 million (44%).

**33. Veterans Affairs.** An increase effective January 1, 1968 of approximately 15% in the rates of pensions for disability and death increased these payments by \$18 million (8.6%). Treatment Services increased by \$10 million (17%) mainly because of increased salary rates to hospital personnel.

**34. Royal Commissions under Part I of the Inquiries Act.** Expenditure during 1968-69 and the cumulative expenditure of the existing Royal Commissions from the respective dates of establishment to March 31, 1969 were:

	Date of establishment	Number of employees at March 31, 1969	Expenditure during year	Cumulative expenditure
Royal Commission on:				
Taxation.....	Sept. 25, 1962		\$ 9,000	\$ 3,546,000
Pilotage.....	Nov. 1, 1962	11	193,000	1,141,000
Bilingualism and Biculturalism.	July 19, 1963	54	893,000	7,860,000
Farm Machinery.....	May 26, 1966	23	500,000	1,053,000
Security Procedures.....	Nov. 16, 1966		145,000	444,000
The Status of Women.....	Feb. 16, 1967	12	556,000	1,084,000
		100	\$ 2,296,000	\$ 15,128,000

### Revenue

**35.** The Summary of Revenue by Main Classifications and Departments for the fiscal year ended March 31, 1969, prepared by the Receiver General for inclusion in the Public Accounts and certified by the Auditor General, is reproduced as Exhibit 4 to Volume II of this Report. The Summary shows tax revenue accounting for \$8,986 million of the total revenue of \$10,191 million.

**36.** The following table summarizes the revenue, by principal sources, for the past three years:

	1968-69	1967-68	1966-67
Tax revenue—			
Personal income tax.....	\$ 3,356,431,000	\$ 2,849,574,000	\$ 2,473,820,000
Corporation income tax.....	2,030,040,000	1,670,589,000	1,593,225,000
Income tax on dividends, interest, etc., going abroad.....	205,566,000	220,472,000	203,621,000
Social development tax.....	63,000,000	—	—
Sales tax.....	1,569,841,000	1,601,093,000	1,513,566,000
Excise taxes (other than sales tax).....	377,865,000	337,048,000	315,581,000
Customs import duties.....	761,681,000	746,437,000	777,586,000
Excise duties.....	509,288,000	488,554,000	460,980,000
Estate tax.....	112,377,000	102,192,000	101,106,000
Other tax revenue.....	250,000	303,000	170,000
	8,986,339,000	8,016,262,000	7,439,655,000



	1968-69	1967-68	1966-67
Non-tax revenue—			
Return on investments.....\$	695,099,000	\$ 612,275,000	\$ 519,140,000
Net postal revenue.....	310,625,000	281,646,000	253,343,000
Other non-tax revenue.....	199,073,000	119,122,000	107,118,000
	<u>1,204,797,000</u>	<u>1,013,043,000</u>	<u>879,601,000</u>
	<u>\$ 10,191,136,000</u>	<u>\$ 9,029,305,000</u>	<u>\$ 8,319,256,000</u>

NOTE: In 1967-68 and 1968-69 costs recovered by the Royal Canadian Mounted Police were credited to the administrative vote of the Force under authority of Appropriation Act No. 3, 1967, 1966-67, c.86, and Appropriation Act No. 4, 1968, 1968-69, c.11, instead of being recorded as non-tax revenue. In 1968-69 revenue from services provided by the Department of Communications and by the Marine Services and the Air Services of the Department of Transport was credited to the related appropriations, under authority of Appropriation Act No. 4, 1968, instead of being recorded as non-tax revenue. For purposes of comparison, the revenue figures for the previous years have been adjusted.

37. The increase of \$507 million (18%) in personal income tax was due principally to higher levels of personal income and the surtax of 3% on the basic tax in excess of \$200 applied in respect of tax imposed on 1968 and 1969 income. The increase of \$359 million (22%) in corporation income tax was due to the advance in the dates for payment of instalments in accordance with section 13 of An Act to amend the Income Tax Act, 1968-69, c.44, to the termination of the accelerated depreciation programs, to the three-year curtailment of capital cost allowances for certain classes of assets purchased between March 30, 1966 and April 1, 1967, and to the imposition of a temporary surtax of 3% on corporation income. The estimate of the yield from the social development tax, 2% on taxable income with a maximum of \$120 per annum, had no counterpart in previous years, being first applied in respect of 1969 income in accordance with section 27 of An Act to amend the Income Tax Act, 1968-69, c.44. Sales tax revenue decreased by \$31 million (1.9%) reflecting the cancellation in 1967-68 of the sales tax on production machinery and on drugs. The \$41 million (12%) increase in excise taxes (other than sales tax) was largely due to the increase in excise taxes on tobacco products effective December 1, 1967. The increase of \$21 million (4.2%) in excise duties was due mainly to increased rates of duty on spirits and beer effective December 1, 1967.

38. The amounts shown for income taxes and sales tax do not include collections of taxes levied under the Old Age Security Act, R.S., c.200. These taxes, which amounted to \$1,626 million (\$915 million on personal income, \$183 million on corporation income, and \$528 million on sales), were credited to the Old Age Security Fund. The increase of \$131 million (8.8%) over the 1967-68 collections of \$1,495 million was due primarily to higher levels of personal income.

**39. Excise taxes (other than sales tax).** The following is a summary of collections during the year ended March 31, 1969, with comparable amounts for the two previous years:

	1968-69	1967-68	1966-67
Cigarettes.....	\$ 281,906,000	\$ 241,441,000	\$ 231,550,000
Television sets and tubes.....	19,976,000	15,266,000	16,608,000
Toilet articles and preparations.....	18,552,000	17,934,000	15,476,000
Manufactured tobacco.....	17,560,000	21,169,000	16,324,000
Phonographs, radios and tubes.....	15,370,000	17,315,000	14,579,000
Jewellery, clocks, watches, chinaware, etc.....	9,462,000	10,155,000	8,874,000
Wines.....	5,860,000	5,327,000	4,751,000
Cigars.....	4,711,000	4,076,000	3,561,000
Sundry.....	5,201,000	4,927,000	4,343,000
Refunds and drawbacks.....	- 733,000	- 562,000	- 485,000
	<u>\$ 377,865,000</u>	<u>\$ 337,048,000</u>	<u>\$ 315,581,000</u>

**40. Excise duties.** A listing of excise duties collected during the year ended March 31, 1969, in comparison with corresponding amounts for the two previous years, is given in the following table:

	1968-69	1967-68	1966-67
Cigarettes.....	\$ 188,702,000	\$ 187,242,000	\$ 188,818,000
Spirits.....	185,368,000	180,401,000	158,157,000
Beer.....	134,970,000	120,239,000	113,254,000
Other.....	7,977,000	7,370,000	7,647,000
Refunds and drawbacks.....	- 7,729,000	- 6,698,000	- 6,896,000
	<u>\$ 509,288,000</u>	<u>\$ 488,554,000</u>	<u>\$ 460,980,000</u>

**41. Return on investments.** The following is a listing of the revenue from loans and investments in 1968-69, along with the comparable figures for the two previous years:

	1968-69	1967-68	1966-67
Central Mortgage and Housing Corporation.....	\$ 199,070,000	\$ 163,328,000	\$ 129,673,000
Bank of Canada.....	186,155,000	177,024,000	150,585,000
Exchange Fund Account.....	84,510,000	55,189,000	60,638,000
Farm Credit Corporation.....	50,530,000	34,611,000	29,141,000
Canadian National Railways.....	35,851,000	22,478,000	16,446,000
Deposits with chartered banks.....	20,084,000	23,351,000	24,209,000
Veterans' Land Act loans.....	16,071,000	12,989,000	10,589,000
Municipal Development and Loan Act.....	14,193,000	12,716,000	5,933,000
The St. Lawrence Seaway Authority.....	13,259,000	10,849,000	13,754,000
Export Credits Insurance Corporation.....	11,311,000	9,473,000	7,755,000
Canadian Corporation for the 1967 World Exhibition	7,867,000	9,929,000	3,552,000
Loans to national governments.....	6,356,000	25,097,000	25,693,000
Special United States of America securities—Columbia River Treaty.....	5,209,000	6,598,000	7,930,000
Canadian Broadcasting Corporation.....	4,762,000	3,760,000	2,203,000

	1968-69	1967-68	1966-67
Northern Canada Power Commission.....\$	4,528,000	\$ 3,834,000	\$ 3,142,000
National Capital Commission.....	3,831,000	3,793,000	3,781,000
Polymer Corporation Limited.....	3,150,000	2,600,000	4,500,000
International Monetary Fund.....	3,013,000	—	—
Canadian Overseas Telecommunication Corporation.	2,620,000	2,495,000	2,555,000
Securities Investment Account.....	2,275,000	17,022,000	3,649,000
Canadian Dairy Commission.....	2,197,000	913,000	4,000
National Harbours Board.....	2,146,000	1,410,000	1,677,000
Province of Quebec.....	1,911,000	—	—
Interest on overpayments to provinces.....	1,422,000	—	—
Canadian Government Supply Service.....	1,320,000	686,000	12,000
Department of Industry, Trade and Commerce.....	1,300,000	987,000	285,000
Canada Deposit Insurance Corporation.....	1,008,000	243,000	—
Other loans and investments.....	9,150,000	10,900,000	11,434,000
	<u>\$ 695,099,000</u>	<u>\$ 612,275,000</u>	<u>\$ 519,140,000</u>

Revenue from Central Mortgage and Housing Corporation for 1968-69 comprised \$190,586,000 (\$156,707,000 in 1967-68) interest on advances under section 22 of the Central Mortgage and Housing Corporation Act, *R.S., c.46*, and \$8,484,000 (\$6,621,000 in 1967-68) profit for the year ended December 31, 1968 which was transferred to the Receiver General as required by section 30 of the Act.

The amount shown as revenue from the Bank of Canada represents the profit for 1968 which was paid to the Receiver General as required by section 28 of the Bank of Canada Act, *R.S., c.13*.

Revenue from the Exchange Fund Account comprised earnings of \$73,075,000 on investments and net profit of \$11,435,000 from trading operations in foreign exchange, gold and securities and from the net valuation adjustments on unmatched purchases or sales of foreign exchange, gold and securities, paid into the Consolidated Revenue Fund in accordance with the requirements of section 24 of the Currency, Mint and Exchange Fund Act, *R.S., c.315*.

Interest is earned on amounts exceeding an aggregate of \$100 million on deposit with chartered banks. The interest is calculated weekly on the lowest daily balance within the week at the weekly average accepted treasury bill tender rate for the three months treasury bills, less 10%.

Revenue from The St. Lawrence Seaway Authority comprised \$12,727,000 received on account of deferred interest and \$532,000 received on account of current interest.

Revenue of \$7,867,000 from the Canadian Corporation for the 1967 World Exhibition represents interest received on notes issued by the Corporation under section 12 of the Canadian Corporation for the 1967 World Exhibition Act, 1962-63, *c.12*, for the 15-month period to March 31, 1969, of which \$7,111,000 relates to 1968 and \$756,000 to 1969.



Revenue from loans to national governments included receipts from the United Kingdom of \$2,707,000 on account of current interest on deferred principal and interest. Payment of current interest amounting to \$18 million on the unmatured portion of the loan was deferred in accordance with the 1957 amendment (1957, c.37) to The United Kingdom Financial Agreement Act, 1946, 1946, c.12.

Revenue of \$5,209,000 from special United States of America securities represents interest for the year ended November 1, 1968 at 4½% on holdings of \$122.6 million.

The amount of \$3,150,000 from Polymer Corporation Limited represents dividends received from the Corporation.

Revenue of \$3,013,000 from the International Monetary Fund is Canada's portion of the net income of the Fund, distributed pursuant to Article XII, section 6(b), of its Articles of Agreement.

Revenue from the Securities Investment Account declined \$14.7 million from the previous year. Profit on the cancellation or resale of securities decreased \$5.1 million to \$1.7 million due to a smaller average profit and a decline in the volume to \$392 million from \$500 million. Also, the average holdings of securities on which interest is earned was much lower in 1968-69 and the average period for which these securities were held was shorter. As a consequence, revenue from interest declined \$9.6 million from the previous year to \$600,000.

The Canadian Dairy Commission Act, 1966-67, c.34, authorizes the Minister of Finance to make loans to the Commission up to a maximum of \$100 million on such terms and conditions as are approved by the Governor in Council. At March 31, 1969 the Commission had borrowed \$42 million, an increase of \$19.8 million over the balance at March 31, 1968.

The revenue of \$1,911,000 from the Province of Quebec represents the interest for the period July 1 to December 31, 1968 on 5.46% notes received with respect to the Province's obligation as guarantor of securities issued by the Canadian Corporation for the 1967 World Exhibition. The notes, amounting to \$74,450,000, were issued on July 1, 1968 and are repayable monthly over a period of 48 months.

Revenue of \$1,422,000 from interest on overpayments to provinces represents interest of 5.8% paid by those provinces which elected to repay, over a period of three years, overpayments to them under the Federal-Provincial Fiscal Arrangements Act, 1960-61, c. 58, in respect of the fiscal years 1962-63 to 1966-67.

Revenue of \$1,320,000 from the Canadian Government Supply Service represents its operating profit for the fiscal year 1968-69.

Department of Industry, Trade and Commerce revenue of \$1,300,000 represents mainly interest on loans to manufacturers of automotive products in Canada affected by the Canada-United States Agreement on Automotive Products.

**42. Net postal revenue.** The following table shows the gross postal revenue, disbursements therefrom, and the resulting net postal revenue for the year ended March 31, 1969 with comparable figures for the two previous years:

	1968-69	1967-68	1966-67
Gross postal revenue.....	\$ 363,339,000	\$ 327,104,000	\$ 295,443,000
Disbursements—			
Remuneration of postmasters and staffs at certain classes of small post offices.....	47,168,000	39,484,000	36,655,000
Other.....	5,546,000	5,974,000	5,445,000
	<u>52,714,000</u>	<u>45,458,000</u>	<u>42,100,000</u>
Net postal revenue.....	<u>\$ 310,625,000</u>	<u>\$ 281,646,000</u>	<u>\$ 253,343,000</u>

The \$36.2 million increase in gross postal revenue resulted from increased postal rates while the \$7.3 million increase in disbursements was due mainly to higher salary rates and normal staff growth.

The amounts shown for "Other" disbursements comprise delivery charges on parcels mailed in Canada to foreign countries and transit charges on Canadian mail forwarded through foreign countries, together with compensation paid to messengers for special delivery of letters and parcels, and indemnities paid in respect of lost or damaged parcels and registered articles.

**43. Other non-tax revenue.** An analysis of the amounts shown for "Other non-tax revenue" for the past three years follows:

	1968-69	1967-68	1966-67
Services and service fees.....	\$ 30,740,000	\$ 31,723,000	\$ 27,299,000
Proceeds from sales.....	17,422,000	17,361,000	19,931,000
Privileges, licences and permits.....	35,030,000	23,499,000	22,451,000
Refunds of previous years' expenditure.....	23,754,000	21,126,000	17,114,000
Bullion and coinage.....	74,764,000	10,672,000	5,430,000
Miscellaneous.....	17,363,000	14,741,000	14,893,000
	<u>\$ 199,073,000</u>	<u>\$ 119,122,000</u>	<u>\$ 107,118,000</u>

NOTE: In 1967-68 and 1968-69 costs recovered by the Royal Canadian Mounted Police were credited to the administrative vote of the Force under authority of Appropriation Act No. 3, 1967, 1966-67, c.86, and Appropriation Act No. 4, 1968, 1968-69, c.11, instead of being recorded as non-tax revenue. In 1968-69 revenue from services provided by the Department of Communications and by the Marine Services and the Air Services of the Department of Transport was credited to the related appropriations, under authority of Appropriation Act No. 4, 1968, instead of being recorded as non-tax revenue. For purposes of comparison, the revenue figures for the previous years have been adjusted.

The increase of \$64.1 million in bullion and coinage revenue was due mainly to the changeover, on August 1, 1968, from silver alloy to pure nickel in the manufacture of coinage.

## Comments on Expenditure and Revenue Transactions

44. Reference has already been made to the statutory responsibility of the Auditor General, under section 70 of the Financial Administration Act, to call attention to specific classes of transactions observed during his examinations and to any other case that he considers should be brought to the notice of the House of Commons.

Pursuant to this direction, the following matters relating to the expenditure and revenue transactions examined during the year are brought to the attention of the House in this Report. Several matters of a similar nature relative to Crown corporations are also included. A number involve non-productive payments, the details of which are given at the request of the Public Accounts Committee. Some of these had their origin in prior years although in most cases payments were made in 1968-69.

45. *Governor General's special warrants.* Section 28 of the Financial Administration Act provides for urgent expenditures, not otherwise provided for, while Parliament is not in session. The section reads:

28. (1) Where a payment is urgently required for the public good when Parliament is not in session and there is no other appropriation pursuant to which the payment may be made, the Governor in Council, upon the report of the President of the Treasury Board that there is no appropriation for the payment and the report of the appropriate Minister that the payment is urgently required for the public good, may by order direct the preparation of a special warrant to be signed by the Governor General authorizing the payment to be made out of the Consolidated Revenue Fund.

(2) A special warrant issued pursuant to this section shall for the purposes of this Act be deemed to be an appropriation for the fiscal year in which the warrant is issued.

(3) Every warrant issued under this section shall be published in the *Canada Gazette* within thirty days after it is issued, and a statement showing all warrants issued under this section and the amounts thereof shall be laid by the President of the Treasury Board before the House of Commons within fifteen days after the commencement of the next ensuing session of Parliament.

(4) Where a special warrant has been issued pursuant to this section, the amounts appropriated thereby shall be deemed to be included in and not to be in addition to the amounts appropriated by the Act of Parliament enacted next thereafter for granting to Her Majesty sums of money to defray expenses of the public service for a fiscal year.

(5) For the purposes of this section, Parliament shall be deemed to be not in session when it is under adjournment *sine die* or to a day more than two weeks after the day the Governor in Council made the order directing the preparation of the special warrant.

The dissolution of Parliament on March 28, 1968, before full Supply for the year 1968-69 had been granted, necessitated recourse to Governor General's special warrants



for carrying on government services until the new Parliament assembled on September 12, 1968. A total of \$1,670,728,937 was provided by six special warrants:

- (a) \$357,543,700 on June 5, 1968 providing for expenditure during June 1968;
- (b) \$397,406,625 on July 4, 1968 providing for expenditure during July 1968;
- (c) \$40,000 on July 24, 1968 providing for expenditure on Royal Commissions;
- (d) \$428,542,182 on July 31, 1968 providing for expenditure during August 1968;
- (e) \$990,000 on August 21, 1968 providing \$950,000 for expenditure on construction or acquisition of buildings, works, land and equipment by the Defence Research Board, and \$40,000 for administration, operation and maintenance costs of programs under the Agricultural and Rural Development Act, the Rural Economic Development Act and the Maritime Marshland Rehabilitation Act; and
- (f) \$486,206,430 on September 5, 1968 providing for expenditure during September 1968.

The amounts included in these warrants were subsequently included in the amounts authorized by Appropriation Act No. 3, 1968, *1968-69, c.1*, assented to on October 3, 1968.

Prior to the preparation of the warrants, the Treasury Board issued guidelines to all departments for determining the items which may properly be provided for by special warrant and the appropriate amount to be provided in the special warrant for each acceptable item. Departments were also advised to review and take into account comments in the 1963, 1964 and 1966 Reports of the Auditor General. Furthermore, the Treasury Board and the Comptroller of the Treasury reviewed the Main Estimates for 1968-69 before recommending items for inclusion in the warrants.

It is our view that the guidelines were not always followed in preparing the special warrants and that a number of the items provided for did not meet the test of being "urgently required for the public good" as stipulated by section 28 of the Financial Administration Act.

Examples are:

1. The special warrants dated July 31 and September 5 included an item "Contingencies— Subject to the approval of the Treasury Board, to supplement other votes for payroll and other requirements and to provide for miscellaneous minor and unforeseen expenses not otherwise provided for including awards under the Public Servants Inventions Act". Obviously payment of the amounts was not urgently required when the special warrants were issued, and the Governor in Council in effect delegated to the Treasury Board his authority under section 28 of the Act although there is no provision for such delegation.
2. The special warrants dated June 5, July 4, July 31 and September 5 included provision for awards under the Incentive Award Plan, and during the period of financing with special warrants the Public Service Commission paid out \$22,600. It is questionable that such payments were urgently required for the public good and could not have been postponed until Parliament convened.
3. The special warrants dated June 5, July 4, July 31 and September 5 included grants requiring specific approval of Parliament, and during the period of financing with special warrants a total of \$63,795 was paid out to 23 military associations and other organizations.

4. The Canadian Broadcasting Corporation finances the acquisition of its capital assets by means of loans from Canada. Before dissolution, Parliament had authorized loans of \$4,166,666 to the Corporation and an additional \$7,000,000 was provided by the special warrants dated June 5, July 4, July 31 and September 5. Up to September 30, the Corporation borrowed only \$6,000,000. Thus, the special warrants provided \$5,166,666 beyond the requirements of the Corporation.
5. The special warrant dated September 5 provided \$1,225,000 to cover the Government's share of surgical-medical insurance premiums during September. No portion of this amount was used because payments in September amounted to only \$610,000 and the amounts previously provided were more than sufficient to cover these.
6. The special warrants dated July 31 and September 5 provided a total of \$2,782,000 for general health grants to the provinces, the Northwest Territories and the Yukon Territory. Of this total, \$2,530,000 had not been required by September 30.
7. The special warrants dated July 4, July 31 and September 5 included provision for payments to the National Capital Fund totalling \$2,600,000. No part of this amount was required as the National Capital Commission had more than sufficient funds in the National Capital Fund to meet its requirements.
8. The special warrants dated June 5, July 4, July 31 and September 5 provided a total of \$83,014,500 to the Department of Manpower and Immigration for the development and utilization of manpower. Of this amount only \$37,458,200 was used and the balance of \$45,556,300 was not required.
9. The special warrants dated June 5, July 4 and September 5 provided \$850,000 to the Canadian Transport Commission for payment of subsidies to regional air carriers. No part of this amount was required because interim supply had provided more than sufficient funds to meet requirements to September 30.
10. The special warrants dated June 5, July 4, July 31 and September 5 provided a total of \$16,662,000 to the Department of Transport for the construction or acquisition of buildings, works, land and equipment, including national airports, etc. Of this amount, only \$2,365,000 was used and the balance of \$14,297,000 was not required.
11. The special warrant dated September 5 apparently provided funds for the entire month of September notwithstanding the fact that it was known that the new Parliament would assemble on September 12.

Following the use of Governor General's special warrants in 1962-63, the Public Accounts Committee recommended in its Fourth Report 1964-65 that a study be made of the procedures surrounding their use (see Appendix 1, item 3). In commenting on this recommendation the Minister of Finance advised the Chairman of the Committee on March 4, 1965 as follows:

...the Secretary of the Treasury Board undertook to consider the desirability of enlarging on the special Governor General's warrant provisions in the Financial Administration Act (in particular section 28) in order to clarify its application to situations arising when Parliament is dissolved without having appropriated the necessary expenses of the Public Service. Suggestions have been discussed for changes in this section of the Financial Administration Act, and these are now being studied. Should the Government decide that an amendment to the Act is desirable, it will present its proposals to Parliament in the usual way.



Although Parliament has since that time been requested to amend the Financial Administration Act on two occasions, no substantive amendments have been proposed with respect to the Governor General's special warrant provisions of the Act.

The Public Accounts Committee did not examine paragraph 45 of our 1964 Report in which we commented on Governor General's special warrants used during the months of April and May 1963, citing three items from these two warrants which did not meet the test of being "urgently required for the public good".

Special warrants were next used in the period September 1965 to January 1966 and we commented on these special warrants in paragraph 48 of our 1966 Report, citing five items which did not meet the test of being "urgently required for the public good". In November 1968 the Public Accounts Committee examined this paragraph and set up a subcommittee to study the subject. However, the subcommittee has not yet submitted its report.

**46. Revised vote pattern.** In its Third Report 1963 the Public Accounts Committee recommended:

Adoption of the revised vote pattern proposed by the Treasury Board for introduction into the Main Estimates 1964-65 subject to certain improvements suggested by the Auditor General to the Committee.

The vote pattern adopted for the 1964-65 Main Estimates differed in certain instances from the pattern which had been considered by the Public Accounts Committee. Details of the more important variations have been given in our 1965 and subsequent Reports, not yet dealt with by the Public Accounts Committee, together with examples of transfers of funds between services which would not have been possible under the previous vote pattern. These variations were continued in 1968-69.

Additional variations in the 1968-69 vote pattern were of minor significance involving for the most part amalgamation of votes for administration resulting from reorganization of the functions of certain departments. One variation noted in 1968-69 Supplementary Estimates (B) was the transfer, with parliamentary sanction, of amounts provided for certain votes to other votes that were to be supplemented. Thirty-seven votes were supplemented by this procedure, which is known as "virement", thus reducing by \$40,375,000 the Supply Parliament would otherwise have been asked to provide and, as a consequence, the amount which lapsed at the year-end.

In late 1968 the Public Accounts Committee considered a new vote pattern proposed by the Treasury Board which, following its introduction into the 1970-71 Main Estimates, would reduce the 236 votes in the present vote structure by about 100 votes. The primary objective of the new form of Estimates is to develop a more meaningful and informative presentation of the votes of all departments and agencies. In its First Report 1968-69, presented to the House on January 29, 1969, the Committee

recommended certain criteria for use in determining the votes required in the 1970-71 Estimates:

1. In the revised Estimates, the proposed spending under a program is to be set forth under the three basic headings of
  - (a) Administration, Operations and Maintenance (or operating costs);
  - (b) Construction and Acquisition (or capital costs); and
  - (c) Grants, Contributions and Subsidies.
2. Each department, agency or legal entity shall require one or more votes as the case may be.
3. In all cases where agencies or Crown corporations are incurring a deficit or related deficits which must be covered by an appropriation, these will be the subject of a separate vote.
4. The special circumstances surrounding any particular expenditure, e.g. Contingencies, Treasury Board Vote 5, be made the subject of a separate vote.
5. As capital investment today can well mean increased Administrative cost tomorrow, spending proposals involving more than \$5 million in total for Construction and Acquisition within a departmental program shall always be the subject of a separate vote.
6. Grants, Contributions and Subsidies being of a special nature, therefore requiring a different type of consideration, will be the subject of a separate vote when the total within a departmental program exceeds \$5 million.

The Committee further recommended that, in addition to the criteria enunciated above:

- (a) explanatory notes accompany the votes to indicate the percentage increase in staff and the justification therefor; and
- (b) the original cost estimate be provided wherever an increase occurs in construction programs.

The Committee noted that it would be incumbent on the Auditor General to note the manner in which these criteria have been applied and to advise the House thereon in his next appropriate Report. (See Appendix 1, item 2.)

**47. Contingencies Vote.** In previous Reports (paragraph 54 in 1968) we pointed out that up to and including 1963-64 there had been each year a vote for the supplementing of salaries, wages and other payroll charges of government departments and another vote for miscellaneous minor or unforeseen expenses, and that since 1964-65 these had been amalgamated in one vote. Since 1966-67 the text of the vote has been extended so that it may be used to supplement other requirements as well as payroll requirements of votes, and for miscellaneous minor and unforeseen expenses. In 1968-69 Treasury Board Vote 5 read as follows:

Contingencies—Subject to the approval of the Treasury Board, to supplement other votes for payroll and other requirements and to provide for miscellaneous minor and unforeseen expenses not otherwise provided for including awards under the Public Servants Inventions Act, and authority to re-use any sums allotted for non-paylist requirements and repaid to this appropriation from other appropriations.

One of the principal reasons why other votes need supplementing is unexpected salary requirements resulting from general salary increases or the filling of vacancies in the establishment faster than anticipated. By having such a vote available the Treasury Board is able to instruct departments to provide in their estimates only for known requirements and not to include any cushion against unexpected obligations.

Under normal conditions the amount required for this purpose is not large, but in the past five years the annual provision has been substantial due mainly to the large-scale salary increases throughout the government service. The following summary shows the annual provision, the extent to which it has been used for transfers to other votes that were not recovered from supplementary appropriations, and the unused balance at the year-end:

	Provided	Transferred to other votes		Unused balance
		Paylists	Miscellaneous	
1964-65.....	\$ 46,000,000	\$ 35,603,000	\$ 2,198,000	\$ 8,199,000
1965-66.....	71,000,000	64,865,000	1,796,000	4,339,000
1966-67.....	110,000,000	106,227,000	572,000	3,201,000
1967-68.....	45,000,000	22,830,000	11,000,000	11,170,000
1968-69.....	175,000,000	54,463,000	8,000	120,529,000

Miscellaneous transfers in 1968-69 amounted to \$39,535,000 of which all but \$8,000 was recovered from supplementary appropriations which included the items for which the original transfers were requested.

Members of the Public Accounts Committee have in the past expressed concern that large sums are placed in the hands of the Executive for the supplementing of appropriations of the various departments. In its Thirteenth Report 1966-67 the Committee stated that additional amounts required by each department should be made the subject of a supplementary estimate prepared by the department concerned for submission to Parliament for its consideration and appropriation in the usual manner. (See Appendix 1, item 36.)

Not only has the practice which has concerned the Public Accounts Committee been continued, but the purposes of the Contingencies Vote were extended during the year to establish a general reserve out of which salary increases applicable to 1968-69 and prior years may be paid in 1969-70 or later. At the year-end this reserve amounted to \$120,529,000, resulting from a charge to expenditure and a credit to an open account of the balance in the Vote at March 31, 1969, as authorized by Treasury Board Vote 5b:

Contingencies—To extend the purposes of Treasury Board Vote 5, Appropriation Act No. 4, 1968 to authorize expenditures during the period ending April 30, 1969 in respect of salary increases for persons employed in the public service payable with respect to the 1968-69 and previous fiscal years, to establish as a reserve the unexpended balance of this Vote and of Treasury Board Vote 5, Appropriation Act No. 4, 1968 from which payments may be made for the aforesaid purpose, to provide that such expenditures shall be recorded in the Accounts of Canada as a transaction of the 1968-69 fiscal year,.....



An additional \$100 million has been made available to the Treasury Board in the 1969-70 appropriations covering the Main Estimates and Supplementary Estimates (A), bringing the total available in 1969-70 to \$220,529,000.

**48. Grants paid prior to parliamentary approval.** In paragraph 55 of our 1968 Report we pointed out that it is generally accepted that the prior sanction of Parliament is a requisite for the making of a grant-in-aid payment and reported eight cases where the Treasury Board had authorized payment of grants without this prior approval. During 1968-69 there were seven cases where the Treasury Board authorized, without prior approval of Parliament, payment of grants from Treasury Board Vote 5, Contingencies. These grants were later included in Supplementary Estimates (B) which were covered by Appropriation Act No. 1, 1969, 1968-69, c.23, assented to on March 11, 1969.

The following is a list of grants which received *ex post facto* approval of Parliament:

<u>Date of payment</u>	<u>Beneficiary and appropriation charged</u>	<u>Amount</u>
April 18, 1968.....	Canadian Folk Arts Council (Secretary of State Vote 1b).....	\$ 20,000
May 17, 1968.....	Province of Ontario Council for the Arts (Secretary of State Vote 1b).....	5,000
September 16, 1968.....	British Columbia Festival of Forestry Organization (Fisheries and Forestry Vote 40b).....	15,000
November 8, 1968.....	Canadian Museums Association (Secretary of State Vote 1b)—additional to amount provided for in the Main Estimates.....	840
December 18, 1968.....	Associated Councils of the Arts (Secretary of State Vote 1b).....	15,000
January 27, 1969.....	Association of Universities and Colleges of Canada (Secretary of State Vote 1b).....	59,600
February 7, 1969.....	British Columbia Waterfowl Society (Indian Affairs and Northern Development Vote 35b)....	16,000

In the course of its consideration of Supplementary Estimates (B), the House of Commons was not informed that these grants had already been paid.

**49. Supplementing parliamentary appropriations.** In previous Reports (paragraph 56 in 1968) we have drawn attention to the weakening of parliamentary control over expenditure when appropriations containing provisions for the spending of revenue received during the year may be supplemented, without parliamentary authority, when the revenue received is in excess of the revenue estimated. We cited the appropriation of the Department of Veterans Affairs for Treatment Services—Operation of Hospitals and Administration, the appropriations of the Department of National Defence and the appropriation of the Department of the Solicitor General for National Police

Services (R.C.M.P.). In each case the revenue for the year had exceeded the revenue estimated in calculating the amount that Parliament was asked to appropriate and we recommended that the use of revenue be limited to the estimated amount of revenue recorded in the Details of Services in the Estimates.

No change was made in the corresponding items in 1968-69 and the vote wording in the Estimates for 1969-70 indicates that no change is contemplated in 1969-70. There were, however, three additional cases in the 1968-69 Estimates—the administration, operation and maintenance appropriations of the Department of Communications (Vote 1) and the Department of Transport, for Marine Services (Vote 5) and for Air Services (Vote 30)—which included provisions for the spending of revenue received during the year. In two of these cases the revenue received was in excess of the revenue estimated but each vote also included a stipulation that the commitments were not to exceed a stated amount which was the gross amount of the expenditure for the vote appearing in the Details of Services in the Estimates, and this served to limit the spending of revenue to the amounts estimated.

We reiterate our view that to ensure parliamentary control over expenditure, where authority is provided for the spending of revenue, three figures—estimated gross expenditure, estimated revenue and net amount appropriated—should appear in the appropriation itself and the amount of revenue used to supplement the net amount appropriated should be limited to the estimated revenue shown in the appropriation.

**50. Unpaid accounts carried forward to new fiscal year.** A summary of accounts properly chargeable to 1968-69 which were not paid in that year appears on pages 28.6 to 28.9 of Volume II of the Public Accounts. The summary reveals that 43 departments and agencies had such accounts as compared with 37 in the previous year. The amounts shown in the summary are divided into six categories, the totals of which compare with the previous year's totals as follows:

	March 31	
	1969	1968
In departmental services offices prior to April 30—		
Insufficient funds.....	\$ 35,615,000	\$ 15,372,000
Other reasons.....	4,744,000	3,847,000
	<u>40,359,000</u>	<u>19,219,000</u>
In departments and agencies at April 30—		
Insufficient funds.....	3,268,000	10,220,000
Other reasons.....	3,642,000	2,342,000
	<u>6,910,000</u>	<u>12,562,000</u>
Received by departments and agencies after April 30—		
Insufficient funds.....	10,270,000	4,772,000
Other reasons.....	29,975,000	9,575,000
	<u>40,245,000</u>	<u>14,347,000</u>
	<u>\$ 87,514,000</u>	<u>\$ 46,128,000</u>

Of the accounts totalling \$10,270,000 received by departments and agencies after April 30, reported as remaining unpaid because of insufficient funds, \$1,924,000 relates to a gift of wheat shipped in 1969-70 for which there was no liability to pay at March 31, 1969. Not included in the summary is an amount of \$561,000 representing the transactions of the Department of National Defence with the Customs and Excise Division of the Department of National Revenue for the month of March 1969. Of this amount, \$560,000 could not be paid because of insufficient funds in Department of National Defence Vote 15. The total of the unpaid accounts is therefore overstated by a net amount of \$1,363,000.

Of the accounts in departmental services offices prior to April 30 and categorized as unpaid because of "insufficient funds", \$87,000 could have been paid had transfers between allotments been requested of and approved by the Treasury Board. Conversely, of the accounts categorized as unpaid for reasons other than "insufficient funds", \$94,000 could not have been paid in any event because sufficient funds were not available in the votes.

Included in the accounts categorized as unpaid for reasons other than "insufficient funds", comprising \$3,642,000 shown as being in departments and agencies at April 30 and \$29,975,000 shown as received by departments and agencies after April 30, are accounts totalling \$18,875,000 which could not have been paid in any event as sufficient funds were not available in the votes.

The relationship of these unpaid accounts to the availability of funds may be seen from the following summary which also shows the comparable amounts for the previous year:

	March 31	
	1969	1968
Failure to pay although funds were available.....	\$ 4,651,000	\$ 3,847,000
Failure to obtain transfers between allotments.....	87,000	—
Failure to get accounts in on time.....	14,822,000	11,917,000
Failure to seek supplementary appropriations.....	36,182,000	15,372,000
Failure to get accounts in on time and to seek supplementary appropriations.....	30,409,000	14,992,000
	<u>\$ 86,151,000</u>	<u>\$ 46,128,000</u>

No explanation is given in the summary for the non-payment in the year of accounts totalling \$4,744,000 which were in the departmental services offices prior to April 30 and for which funds were available to the extent of \$4,651,000.

It will be noted that the unpaid accounts increased by \$40,023,000 over those at the end of the previous year. Therefore the expenditure properly chargeable in 1968-69 was actually \$40,023,000 higher than was recorded. However, the 1968-69 appropriations were intended to cover amounts coming in course of payment during the year and technically 34 appropriations were overspent by \$66,591,000. Included in this amount



is \$23,724,000 relating to a 1969-70 gift of wheat valued at \$26,899,000 which was delivered in 1968-69. (See paragraph 62 of this Report.)

Section 30 of the Financial Administration Act imposed on the Comptroller of the Treasury the responsibility for operating commitment control records for each parliamentary appropriation in such a way that he would be in a position at any time to state the balance remaining in an appropriation that was available for further commitment. With effect from April 1, 1969 an amendment to the Act abolished the Office of the Comptroller of the Treasury and transferred this responsibility to deputy heads or other persons charged with the administration of a service.

In last year's Report (paragraph 57) we pointed out that Parliament has modified the requirements of section 30 by including in the annual appropriations of certain departments authority to enter into commitments that will come in course of payment only in future years. Should these commitments come due for payment earlier than anticipated, there may not be sufficient funds in the vote to enable payment to be made. Similarly, in the case of annual appropriations providing for claims under programs where the amount has been underestimated, there is no alternative but to withhold payment until a further parliamentary appropriation is available. Payments withheld in this manner are usually charged against the corresponding appropriation in the new year, which often results in that appropriation being insufficient to take care of all the accounts coming in course of payment for which it had originally been provided.

We reiterate our view that the present procedures whereby no appropriation is ever reported as having been overexpended, through the technique of withholding payments of amounts owing by the Crown until a further appropriation becomes available, are misleading and should be reviewed. Consideration should also be given to the procedures followed in presenting supplementary estimates to Parliament. Appropriation Act No. 1, 1969, *1968-69, c. 23*, covering the 1968-69 final Supplementary Estimates, was assented to on March 11, 1969. A study might usefully be made of the reasons why much of the \$66 million of accounts unpaid due to insufficient funds at March 31, 1969 was not provided for in these Supplementary Estimates.

**51. Capital assets charged to departmental operating accounts.** In previous Reports (paragraph 58 of our 1968 Report) we have noted that working capital advance accounts are being used to acquire capital assets, thereby removing expenditure on such assets from parliamentary control.

The Queen's Printer's Advance Account, superseded with effect from April 1, 1969 by a revolving fund authorized by Vote L104b, Appropriation Act No. 1, 1969, *1968-69, c. 23*, which is operated by the Canadian Government Printing Bureau, was charged with the cost of capital equipment amounting to \$538,000 during the year and \$501,000, \$549,000 and \$287,000 in the three previous years. Prior to 1965-66 these costs were met from appropriations provided for the purpose but the present practice is to charge the full cost to production expense in the year of acquisition. In 1964 the Deputy



Attorney General expressed the opinion that the term "material", referred to in section 37 of the Public Printing and Stationery Act, *R.S., c. 226*, which provided for advances to enable the Queen's Printer to "purchase material for the execution of orders..." is sufficiently broad to include capital equipment. In our view such an interpretation of the word "material" is too broad when related to capital equipment having a useful life of many years, resulting as it does in the elimination of parliamentary control over the capital expenditure of the Bureau. It should be noted that the term "material" does not appear in the text of Vote L104b which authorizes the operation of a revolving fund "in accordance with terms and conditions approved by the Treasury Board". (See also paragraph 237 of Volume II of this Report.)

The National Film Board Operating Account, established by section 18 of the National Film Act, *R.S., c. 185*, has been used to finance the purchase of capital equipment for the Canadian Government Photo Centre under the authority of Vote L30, Appropriation Act No. 5, 1963, *1963, c. 42*, to the extent of \$251,000 at March 31, 1969, of which \$117,000 has been recovered through charges for services rendered. In this case Parliament has surrendered its control over the capital expenditure of the Centre. (See also paragraph 237 of Volume II of this Report.)

The Central Data Processing Service Bureau was authorized by Vote L99e, Appropriation Act No. 4, 1966, *1966-67, c. 6*, to operate a working capital advance account to finance the provision of data processing and related services to government departments and agencies. At March 31, 1969 this account had been charged with capital expenditures of \$220,000 although there is no specific reference to capital equipment in the Vote wording. (See also paragraph 237 of Volume II of this Report.)

The sections of the Financial Administration Act which set out the general principles governing the operation of revolving funds for stores purposes were repealed as of April 1, 1969 and on January 8, 1970 the Treasury Board issued new regulations for the establishment and operation of Revolving Funds and Working Capital Advances which are to become effective on April 1, 1970.

We remain of the opinion that the acquisition of capital assets through an advance account is undesirable from the important standpoint of parliamentary control. Such control is more direct when the acquisition of capital assets is required to be specifically provided for in the annual Estimates. The objective which the present practice of recording capital assets and amortizing their cost in the working capital accounts seeks to achieve can be attained, without adversely affecting parliamentary control, by the maintenance of adequate memoranda accounts, the production of financial statements and the preparation of the Estimates in such a way that departments being serviced continue to be provided with sufficient funds to pay the total costs of the services, with the servicing organizations being required to contribute to the budget of Canada the equivalent of normal depreciation on the capital assets employed.

**52. Cost of disposing of dairy products surplus to domestic requirements.** In the year ended March 31, 1969 the Canadian Dairy Commission paid out \$30,902,000 to cover

the difference between the support price in Canada and the selling price abroad of dairy products which were exported, and provided a further \$24,093,000 to cover the loss on subsequent export sales of the inventory of dry skim milk held by the Commission at March 31, 1969, for a total of \$54,995,000. Of this amount, \$19,444,000 was obtained by holdbacks from subsidies to producers and \$35,551,000 was charged as an operating expense of the Commission. (See paragraph 267 of Volume II of this Report).

In announcing the support price for manufacturing milk the Minister of Agriculture stated in the House on March 31, 1969:

The cost of disposing of surpluses must be financed by the Canadian Dairy Commission out of the funds provided to it for subsidies. This is in accord with the policy, previously enunciated by the government and which is well understood by producers, and their representatives, that the cost of such disposal must be a charge against the industry. For this purpose, the Commission makes a holdback against subsidy payments...

We have been informed that the Minister does not regard it as incumbent on the Commission to secure the total funds required to meet the cost of disposing of surpluses from holdbacks from subsidies so long as the Commission finances such assistance, along with its other obligations, from the specific funds allocated to it. In our view, the charging of \$35,551,000 to expense is at variance with the Minister's statement in the House and the statutory report on our examination of the accounts of the Canadian Dairy Commission was qualified accordingly.

**53. *Costs incurred to prevent closing down of steel plant, Sydney, N.S.*** In April 1965 representatives of the Governments of Canada and the Province of Nova Scotia met with officials of Dominion Steel and Coal Corporation Limited (Doseco) to discuss the wharf and bulk handling facilities at Sydney. The existing facilities were considered to be obsolete and completely inadequate to handle economically the quantity of ore and other bulk materials required for the steel plant. In the Corporation's view, new wharf and bulk handling facilities would result in net savings to the Corporation of about \$500,000 a year to 1972 and \$800,000 a year thereafter. The Corporation informed the meeting that it did not have sufficient capital to finance the projects but would pay usage charges to amortize any government outlay. It was emphasized that the facilities were required for use in 1966 but if the usual government procedure of calling tenders was followed the project could not be completed in time and that the only alternative would be for the Corporation to arrange for construction. The Corporation undertook to write the Atlantic Development Board regarding financial aid, the Board to pass on the Corporation's request to the Federal Government.

In September 1965 (five months later) the Corporation wrote the Board requesting assistance and at the same time pointed out that its steel plant at Sydney had been providing direct employment to approximately 3,700 men and had been producing over 800,000 tons of steel per annum for some time. In order to remain competitive and assure employment in the Sydney area over the long term, the Corporation asked the Board to approve in principle capital assistance through any channels considered necessary.



Early in 1966, on the recommendation of the Atlantic Development Board, the Government approved in principle proposals for financial assistance. The facilities were completed late in 1966 at a cost of approximately \$5.7 million, having been constructed by Dosco under a single contract. In March 1967 Dosco sold the wharf to the Federal Government for \$1.7 million provided by Transport Vote 10 of 1966-67 and in June sold the bulk handling facilities to the Province of Nova Scotia for \$4 million of which \$2 million was contributed by the Atlantic Development Board from the Atlantic Development Fund. A term of the agreement for the purchase of the bulk handling facilities was that the Corporation would, within the four years immediately following the date of the agreement (May 26, 1967), make capital expenditures totalling not less than \$4 million, designed to maintain the economic viability of the Sydney Works. Similarly, there was an undertaking that the Corporation would make capital expenditures of \$1.7 million in consideration for the purchase of the wharf by the Federal Government. Four months later, in October, Dosco announced that the plant at Sydney would be closed by April 30, 1968. In view of the serious impact of this decision on the economy of the Province, the Provincial Government decided to purchase the plant as of December 31, 1967. To assist the Province the Atlantic Development Board, under authority of Order in Council P.C. 1969-2/581 of March 25, 1969, relinquished and transferred to the Province its interest in the bulk handling facilities and the Governor in Council, by Order in Council P.C. 1969-1145 of June 3, 1969, transferred the administration and control of the wharf to the Province. In addition, a grant of \$2 million was made to the Province from funds provided by Transport Vote 92c of 1967-68 to assist in defraying the expenses of operating the newly acquired plant.

We understand that, in order not to hinder a satisfactory solution to the problem of maintaining the steel plant in operation, the Federal and Provincial Governments decided not to take any action against the Corporation.

**54. *Salaries and wages paid for work not performed.*** In previous Reports (paragraph 64 in 1968) we have referred to payments aggregating approximately \$450,000 per annum by the Canadian Broadcasting Corporation to employees for scheduled hours during daily or weekly tours of duty which were in excess of the actual hours of attendance.

The payments were made in accordance with the provisions of the various union agreements and the Corporation regarded payment of compensation calculated in this manner as proper, having regard to the effect of scheduling requirements for its present studio facilities, the availability of artists, the exigencies of actuality broadcasts and the nature of broadcast program production.

This matter was considered by the Public Accounts Committee with officers of the Corporation at its meeting on October 25, 1966 and in its Tenth Report 1966-67 the Committee recommended that such payments be eliminated as and when the present union agreements came up for renewal (see Appendix 1, item 31). In a letter dated March 31, 1969 the Corporation informed the Auditor General that in recent negotiations with the unions, it had been unsuccessful in a bid to change the agreements in order

to eliminate or reduce the amount of salaries paid for work not performed. The Corporation then described controls which it proposed introducing in an effort to minimize these payments in the future. The letter was referred to the Public Accounts Committee and was discussed at its meeting on June 5, 1969. However, no conclusion was reached pending consideration of the corresponding item in our 1968 Report.

**55. *Failure of a Crown corporation to deduct and remit employees' taxes and to pay other contributions to the United States Government.*** The Canadian Broadcasting Corporation failed to comply with the United States Internal Revenue Code when it did not make, and remit, deductions from the salaries and allowances of its employees stationed in the United States with respect to United States income tax and under the United States Federal Insurance Contributions Act. It also did not remit the employer's contributions under the United States Federal Insurance Contributions Act and contributions required to be made by an employer under the United States Federal Unemployment Tax Act.

In 1967-68 the Corporation set up a liability of \$76,000 with respect to a probable assessment and we were advised it was considering methods of recovering the employees' portion from the employees concerned.

The United States Internal Revenue Service subsequently assessed the Corporation US \$119,000 (Can. \$129,000) covering the period April 1, 1966 to December 31, 1968. The Service retained US \$67,000 of moneys due to the Corporation, in part satisfaction of the assessment, and the Corporation made a payment of US \$50,000 to the United States Treasury on September 30, 1969, leaving a balance of US \$2,000 to be paid. Of the amount assessed, US \$95,000 (Can. \$103,000) related to amounts which should have been deducted from employees but the Corporation has not required them to pay this.

Since January 1, 1969 the Corporation has been making the required deductions from the salaries and allowances of the employees in its offices in the United States and has been paying an additional allowance to them equivalent to the excess of their United States income tax over the tax they would pay if they were employees of the Government of Canada.

**56. *Winding up of the Canadian Corporation for the 1967 World Exhibition.*** In last year's Report (paragraph 66) we noted that the assets of the Canadian Corporation for the 1967 World Exhibition had not been distributed in the manner contemplated by the agreement executed on January 18, 1963 between Canada, the Province of Quebec and the City of Montreal. Clause 12 of the agreement provided for the distribution of the assets and liabilities to the three governments on the winding up of the Corporation on the basis of the cash contributions made by them as set forth in clause 9, namely Canada 50%, the Province of Quebec 37½% and the City of Montreal 12½%. However, on the authority of the Governor in Council and the Lieutenant-Governor in Council, the distribution had been effected mainly on the basis of each government receiving the immovables on the property provided by that government for the holding of the Exhibition.



The estimated cost of the assets transferred to the three governments at December 31, 1967 was \$199,725,000, allocated as follows:

Canada.....	\$ 59,876,000
Province of Quebec.....	4,754,000
City of Montreal.....	135,095,000
	<hr/>
	\$ 199,725,000
	<hr/>

This amount was written off by the Corporation as part of the net cost of the Exhibition amounting to \$284,791,000 at December 31, 1968 which has been allotted to the three governments in accordance with the agreement of January 18, 1963. After deducting the amounts of their respective grants, totalling \$40,000,000, the remaining portion due from each government at December 31, 1968 was as follows:

Canada.....	\$ 122,395,000
Province of Quebec.....	91,797,000
City of Montreal.....	30,599,000
	<hr/>
	\$ 244,791,000
	<hr/>

Offsetting these amounts are the following liabilities of the Corporation to these governments:

Canada—as guarantor of notes.....	\$ 91,950,000
—as holder of notes.....	56,100,000
	<hr/>
	\$ 148,050,000
Province of Quebec—as guarantor of notes.....	91,950,000
City of Montreal—for services rendered.....	5,655,000
	<hr/>
	\$ 245,655,000
	<hr/>

The liabilities of \$91,950,000 each to Canada and the Province as guarantors of the Corporation's notes represent \$148,900,000 of notes held by Canada and \$35,000,000 of notes held by chartered banks that matured or were called on June 30, 1968. The amount of \$35,000,000 was met in cash equally by Canada and the Province while the liability of the Province as guarantor was met by the Province delivering to Canada notes of the Province in the amount of \$74,450,000 repayable in 48 monthly instalments with interest at 5.46%.

On April 1, 1969, by arrangement between the participating governments, the City of Montreal issued its notes in the amount of \$14,371,000 payable to Canada and in the amount of \$10,779,000 payable to the Province, to cover the City's share of the estimated final deficit less amounts owing to it by the Corporation. These notes are repayable in instalments, with interest at 5.46% on the unpaid balance, commencing on October 1, 1969 and ending on April 1, 1977.

The remaining \$56,100,000 of the Corporation's notes held by Canada were called on May 15, 1969 at which time the Province delivered to Canada additional notes of the Province in the amount of \$10,779,000.

In summary, the Corporation has been provided with cash advances of \$222,500,000 by Canada and Canada received notes of the Province in the amount of \$85,229,000 and notes of the City in the amount of \$14,371,000, while the balance of \$122,900,000 represents Canada's share of the estimated final deficit of the Corporation over and above the original contribution of \$20 million, in accordance with the agreement of January 18, 1963. (See paragraph 229 of Volume II of this Report.)

The distribution of the major assets of the Corporation, the settlements between the participating governments and certain other matters referred to in our 1968 Report were discussed by the Standing Committee on Finance, Trade and Economic Affairs when the joint auditors appeared before it on November 17, 1969. The Committee was considering Bill C-6, "An Act to wind up the Canadian Corporation for the 1967 World Exhibition and to authorize the writing-off of certain costs and the deferral of certain payments connected therewith".

Section 7 of the Act, 1969-70, c. 1, which received Royal Assent on November 27, 1969, provides for the write-off of certain costs and the deferral of certain payments due from the Province of Quebec as follows:

(1) There may be deleted from the accounts of Canada, as the portion of the deficit of the Corporation that is to be borne by the Government of Canada, not more than one hundred and twenty-five million dollars of the amounts shown therein as Accounts Receivable Expo Guarantees.

(2) The Governor in Council may, subject to any terms and conditions prescribed by him, authorize the Province of Quebec to defer until 1972 the payment of notes payable to Canada that fall due in the fiscal year 1969-70 . . . ; but the total of the payments on notes that may be deferred under this subsection shall not exceed five million five hundred thousand dollars.

*57. Salaries and termination payments.* In last year's Report (paragraph 67) we referred to certain practices of the Canadian Corporation for the 1967 World Exhibition relating to salaries and termination payments:

**SALARIES.** Advance payments of salaries amounting to approximately \$37,000 had not been recovered from regular salary cheques when they became available. Further investigation revealed the total amount unrecovered to be \$64,000 and this amount was written off by the Corporation during 1968.

**TERMINATION PAYMENTS.** The collective labour agreement between the Montreal Labour Council and the Conseil National des Syndicats Nationaux and the Corporation had been extended to all employees. This agreement provided for payments to employees, with at least one year's service, of amounts equivalent to 4% of total earnings and for unused sick leave, on termination of service when the employees were no longer required, to assist them in their period of re-establishment. Twelve payments aggregating \$70,000, to employees who did not qualify because their former or comparable positions were assured, came to our

attention in 1967 and a further 12 payments aggregating \$77,000 came to our attention in 1968, the largest being \$13,850.

Termination payments totalling \$3,766,000 were paid to December 31, 1967 and a further \$2,020,000 was paid in 1968 for an aggregate amount of \$5,786,000.

**58.** *Unpaid account for services and stores provided by the Department of National Defence to the Canadian Corporation for the 1967 World Exhibition.* Arrangements were made in 1966 for the Department of National Defence to lend beds, blankets and mattresses to the Canadian Corporation for the 1967 World Exhibition so that the Corporation would have them available for use by outside non-profit organizations in school dormitories, prefabricated huts and tents. It was understood by the Corporation that the Department would charge only for items lost or damaged and that the Corporation would be responsible for recovering these charges from the organizations concerned.

In February 1968 the Department of National Defence billed the Corporation for \$100,300 comprising \$61,300 for shortages, damages, repairs, dry cleaning, etc., of the bedding, \$31,400 for the direct costs of transporting personnel and materials and \$7,600 for direct administrative costs. Of the amount charged for bedding, \$54,200 was considered to be the responsibility of outside organizations from which the Corporation has attempted to effect recovery without success.

On June 5, 1968 the Executive Committee of the Corporation approved the acceptance of the charge of \$100,300 and on March 20, 1969 the Treasury Board authorized payment. However, the amount has not yet been paid.

**59.** *Contractors' records not available for audit.* A requirement of the contracts entered into by the Canadian Corporation for the 1967 World Exhibition for the provision of maintenance services was that the costs under these contracts be subject to audit. These audits were to be carried out by either the Audit Services Bureau of the Department of Supply and Services or by the Corporation's own internal audit staff. In the following cases the auditors were either unable to make an audit or their reports were qualified:

1. The Audit Services Bureau attempted to perform a post-audit of 24 maintenance contracts with the same contractor involving an amount of \$3,068,000. In the absence of proper records the Bureau was unable to come to any conclusion with regard to the contractor's costs. Nevertheless, in seeking the Executive Committee's approval of settlement of these contracts the Director of Finance and Administration and the Director of Installations certified that:

In each case, an Engineer's Final Certificate has been issued, the audit clearance has been received, and the Corporation's Legal Branch has completed its review, where required.

No final audit certificate has been received.

2. The Corporation's internal audit staff attempted to carry out an audit of three maintenance contracts with two companies, apparently inter-related, on which a total of \$253,000 had been paid by the Corporation. The audit could not be carried out because the greater part of the records of both companies, maintained at the same location, had been accidentally destroyed.



**60. Contractor's share of sale proceeds of Primary Mass Transit System.** In August 1964 the Governor in Council authorized the Canadian Corporation for the 1967 World Exhibition to enter into a contract for the construction of the Primary Mass Transit System for the Exhibition at an estimated cost of \$12,083,000 based on a firm lump sum and firm unit prices for estimated quantities, with a minimum guaranteed salvage value of \$889,000 being a condition of the contract. The System was constructed at a cost of \$12,232,000 and was sold to the City of Montreal in November 1968 for \$1,880,000.

In addition to providing for the guarantee by the contractor of a minimum salvage value of \$889,000, the contract signed by the Corporation on August 20, 1964 provided for the contractor to be paid 20% of the first \$1,000,000 realized in excess of \$889,000, and 10% of any amount realized in excess of \$1,889,000. Thus, the Corporation contractually committed itself to make a payment to the contractor in the event that the salvage proceeds exceeded the guaranteed minimum, but this commitment was not made known to the Governor in Council.

By a contract amendment dated September 5, 1964, which resulted from a change in equipment requirements, the minimum guaranteed salvage value was reduced to \$500,000 without any reference to the Governor in Council. As a consequence of this amendment, the contractor became entitled to 20% of the first \$1,000,000 in excess of \$500,000, and 10% of any amount realized in excess of \$1,500,000 and was paid \$238,000 when the System was sold.

**61. Certification of "counterpart funds" by recipient countries.** In previous Reports references have been made to agreements with recipient countries requiring, with respect to commodities provided by Canada as gifts to be sold or otherwise distributed within those countries, that counterpart funds be set aside by those countries for the subsequent financing of mutually agreed economic development projects. All of the agreements require that the recipient countries report the position of their counterpart funds accounts to Canada and that these reports be certified by the Auditors General, or other designated authorities, of the recipient countries.

From the adoption of the counterpart funds concept in 1951 to March 31, 1969 a total of \$581,657,000 had been expended on commodities provided under agreements calling for the establishment of counterpart funds, including \$84,527,000 for shipments made during 1968-69. The situation with regard to reporting and certification as at March 31, 1969 was:

Shipments prior to 1968-69—

Reported and certified.....	\$ 473,169,000
Reported but not certified.....	6,369,000
Unreported.....	17,592,000
	<u>497,130,000</u>

Shipments in 1968-69—

Reported and certified.....	4,014,000
Reported but not certified.....	1,532,000
Unreported.....	78,981,000
	<u>84,527,000</u>
	<u>\$ 581,657,000</u>



Shipments in 1968-69 totalling \$84,527,000 consisted primarily of wheat, \$79,107,000, and flour, \$4,846,000, other commodities being woodpulp, zinc, nickel and asbestos.

Of the fourteen countries required to establish counterpart funds, eight which have received commodities costing \$11,018,000 have not as yet provided any certification; three of these countries received their first commodities as far back as 1958 and 1960. One other country has set up counterpart funds equivalent to only \$1,970,000 in respect of a special gift of wheat flour made in 1957-58 for which Canada expended \$3 million.

Of the \$485 million of counterpart funds which has been set up, approximately \$321 million has been allocated for mutually agreed economic development projects. However, only approximately \$111 million has so far been expended on these projects according to the latest reports available in the Canadian International Development Agency.

**62.** *Gift of wheat shipped in 1968-69, with payment subject to parliamentary appropriation for 1969-70.* Although Canada had already shipped 517,000 tons of wheat to a developing country during the period May 1 to October 1, 1968, that country requested the Canadian International Development Agency to provide 400,000 tons of wheat as an advance against what it might normally expect in food aid for the year 1969-70. The request was made because its reserve stocks were being depleted below desirable levels and it was hoped that Canada could make up for the shortfall of imports from another aid-giving nation.

The Agency entered into an agreement in December 1968 with the Canadian Wheat Board to supply the wheat on terms that included this statement:

The Canadian International Development Agency will reimburse the Canadian Wheat Board the cost of the wheat as early as possible in the 1969-70 fiscal year from funds made available by Parliament for Food Aid in the 1969-70 fiscal year.

It is our understanding that this was a compromise between the Agency, which did not want to make a commitment, and the Board, which wanted a firm commitment.

As a consequence of the agreement, 15,000 tons of wheat valued at \$1.2 million were shipped in January 1969 and paid for from the 1968-69 departmental appropriation. Additional shipments totalling 338,000 tons of wheat, valued at \$27 million, were made during January, February and March of 1969 and paid in April 1969 from funds appropriated for 1969-70.

**63.** *Amending provisions of appropriation not included in Appropriation Act.* Included in Appropriation Act No. 4, 1968, 1968-69, c.11, is External Affairs Vote 35 for the External Aid Office which reads:

Economic, technical, educational and other assistance as detailed in the Estimates.

The Details of Services in the Estimates include five sub-votes and attention is drawn to two of these:

1. International Food Aid Program, including commodity contributions to the United Nations Relief and Works Agency for Palestine Refugees in the Near East and to the World Food Program in the current and subsequent fiscal years notwithstanding section 35 of the Financial Administration Act.

The words which we have italicised represent, with respect to this Vote, an amendment to section 35 of the Financial Administration Act, under which funds remaining unexpended lapse at the end of the fiscal year, and as such, in our opinion should have been included in the text of the Vote rather than in the text of the sub-vote which appears only in the Details of Services in the Estimates.

2. International Development Assistance—payment to the Special Account established by External Affairs Vote 33d, Appropriation Act No. 2, 1965, for the provision of economic, technical and educational assistance to developing countries, *and to extend the purposes of the said Vote to authorize in the current and subsequent fiscal years payments therefor out of the Special Account, subject to terms and conditions approved by the Governor in Council, to developing countries and their agencies, to educational and technical institutions in such countries, and to recognized international development institutions.*

In this case the italicised words represent a modification of the parliamentary authority under which the International Assistance Account was set up and in our opinion should have appeared in the vote text in Appropriation Act No. 4, 1968, in the same manner as the original enabling wording appeared in the text of External Aid Office Vote 33d, in Appropriation Act No. 2, 1965, *1964-65, c.50.*

64. *General election expenditure.* The net direct costs of the general election on June 25, 1968 totalled \$13,836,700 compared with \$12,966,600 for the 1965 general election. The following is a comparative summary of these costs:

	General election	
	1968	1965
Enumeration.....	\$ 5,042,900	\$ 4,991,400
Polling station accounts.....	3,567,200	3,359,600
Printing.....	2,516,400	2,404,500
Returning officers' services and expenses.....	1,767,500	1,700,100
Preparatory work.....	1,030,300	612,800
Total direct costs.....	13,924,300	13,068,400
Less—Forfeited deposits.....	87,600	101,800
Net direct costs.....	<u>\$ 13,836,700</u>	<u>\$ 12,966,600</u>

The net increase of \$870,100 in election costs was due mainly to an increase of 586,000 in the electorate. The average cost per elector was \$1.26 compared with \$1.25 for the 1965 election.

Not included as a direct cost are salaries of casual personnel employed in Ottawa specifically on the checking of election accounts, which officials estimate amounted to

\$165,000 in 1968. Such costs should be included in any figure developed with respect to the costs of any particular election.

Section 60 of the Canada Elections Act, 1960, c.39, specifies that fees or allowances for deputy returning officers and poll clerks and rental of polling stations shall be paid by special warrants drawn on the Receiver General, and that all other claims relating to the conduct of an election shall be paid by separate cheques issued from the office of the Receiver General at Ottawa. Although the Act does not provide for advances to returning officers, advances aggregating \$379,000 were made to 240 out of the 264 returning officers for the payment of expenses in connection with the civilian vote in the 1968 general election. Advances to Canadian Forces returning officers totalled \$46,500.

In June 1958 we suggested to the Chief Electoral Officer and to the Deputy Receiver General that, until such time as the Canada Elections Act might be amended, claims which were being paid from advances to returning officers should be paid by separate cheques issued from the office of the Receiver General at Ottawa and sent directly to each person entitled to payment as stipulated by the Act.

Although the present Act was proclaimed in 1960 the provisions of section 60 of the former Act were retained without material change, and in April 1962 we again drew attention to the lack of authority for advances made to election officers.

The Chief Electoral Officer, in his report to the Speaker of the House of Commons on the 1962 general election, recommended that the Canada Elections Act be amended to provide authority for the payment of an accountable advance to an election officer, limited to an amount deemed necessary to defray such office and other incidental expenses as may be approved under the tariff of fees, costs, allowances and expenses.

In its Eighth Report 1964-65 the Public Accounts Committee recorded its support of the recommendation by the Chief Electoral Officer and expressed the hope that the amendment would be considered by Parliament at an early date. (See Appendix 1, item 16.)

**65. Deficit on inspection services.** The Department of Consumer and Corporate Affairs is responsible for the administration of the Gas Inspection Act, *R.S., c.129*, the Electricity Inspection Act, *R.S., c.94*, and the Weights and Measures Act, *R.S., c.292*. As required by these statutes, fees are charged for the related inspection services. The first two of these statutes specify that fees are to be regulated so as to meet the cost of carrying them into effect and, although the Weights and Measures Act does not specifically require revenue from fees to match the cost of the inspection services, it is our view that this should be done.

In our Reports in previous years (paragraph 75 in 1968) we have pointed out that the direct costs of administering these statutes had exceeded revenue for a number of years and recommended a complete reassessment of the rate structure with the objective of recovering, by way of fees, the full costs of the services. There has been no change in the rate structure and for the year ended March 31, 1969 the salaries and expenses of district offices exceeded revenue by 64%.



The following table shows the direct costs, the revenue and the deficit for the year 1968-69:

Electricity and gas inspections—	
Direct costs.....	\$ 1,604,000
Revenue.....	1,078,000
Deficit.....	526,000
Weights and measures inspections—	
Direct costs.....	2,161,000
Revenue.....	1,218,000
Deficit.....	943,000
Total deficit.....	\$ 1,469,000

Not included in the calculation of the deficit of \$1,469,000 are the costs of administration, operation of a laboratory, and services provided by other government departments, which in 1967-68 approximated \$1.2 million. No estimate of these costs was made by the Department for 1968-69.

In November 1968 the Department agreed that there should be a complete reassessment of the fee structure and stated that proposals were under development. It was also undertaking a review of the inspection program which was expected to result in important changes having a bearing on the kind of fee structure that would be appropriate.

It is our understanding that the review of the inspection program has proceeded to the point where a new fee schedule can be introduced and that recommendations to the Governor in Council will be forthcoming.

**66. Failure to file statements.** Section 121F of the Canada Corporations Act *R.S., c.53*, requires a public company to file a copy of its financial statement with the Minister of Consumer and Corporate Affairs within seven days after mailing it to the shareholders. A filing fee of \$10 is set by the tariff of fees.

In paragraph 77 of our 1968 Report attention was drawn to the fact that 990 public companies were in default in filing statements and that 257 of these had never filed a financial statement since incorporation, some as far back as 1917. At March 31, 1969 the corresponding figures were 670 companies in default of which 239 had never filed a financial statement. The Act makes no provision for penalties for failure to file financial statements and there appears to be nothing that the Minister can do to enforce such filing. However, clause 19 of Bill C-4, currently before Parliament, will, if enacted, provide penalties for failure to file financial statements as required by the Act.

Section 125 of the Act requires every company (both public and private) to file with the Minister annual returns on or before the first day of June in every year giving certain information concerning the company and its directors. The annual filing fee is \$10 if filed



on or before the first day of June or \$20 if filed after the first day of June. Section 125 also provides for a fine on summary conviction not exceeding \$20 a day when a company is in default in the filing of the annual return. To the best of our knowledge charges have never been laid under this section.

If companies do not file annual returns for two consecutive years there is a provision in section 125 for the Minister to give a year's notice that the company will be dissolved unless it files the returns as required. The number of companies currently in default is 1,909 compared with 2,883 at the same time a year ago. The names of 931 companies which have been in default for three years or more were published in the *Canada Gazette* within the past year because of failure to file. Of these, 486 filed the returns upon publication of the notice and the remaining 445 are in the process of being dissolved. As in the past, no action was taken against any of the active companies for failure to file returns and the penalty provisions of section 125 of the Act remained inoperative.

**67. *Cancelled telescope program, Mount Kobau, B.C.*** In October 1964 the Government approved a program for the construction of the Queen Elizabeth II Observatory on Mount Kobau and work began on the project in the following year. A twelve-mile access road to the site was constructed and orders were placed for the primary mirror blank, the polishing and grinding machine and other necessary equipment. Work on the detailed telescope design began in 1966.

In August 1968 the Department of Energy, Mines and Resources announced cancellation of the program. Expenditure on the project amounted to \$4,413,000 including \$1,918,000 for the access road, \$1,099,000 for the mirror blank and \$182,000 for the polishing and grinding machine.

In March 1969 the Government agreed to transfer, without charge, the assets of the Queen Elizabeth II telescope program to a consortium of western Canadian universities, on the understanding that the consortium would establish itself as a legal entity and show a clear intent to raise the funds necessary to complete the Observatory.

The Department is of the opinion that the consortium has met these requirements and in October 1969 it recommended to the Executive that the assets be transferred.

**68. *Free accommodation for international commission, without parliamentary sanction.*** In previous Reports (paragraph 95 in 1968) we have expressed the view that subsidies in the form of free accommodation provided to international commissions should be drawn to the attention of Parliament in the Estimates. We made reference to the case of the International Commission for the Northwest Atlantic Fisheries which occupies space in a government-owned building in Dartmouth, N.S., without any rental charges. The present lease provides for occupancy to July 31, 1970.

We reiterate that, in the interests of effective disclosure to Parliament, subsidization of this Commission should be revealed in the Estimates of either the Department of Fisheries and Forestry, which administers Canada's membership in the Commission, or

the Department of Energy, Mines and Resources, which has jurisdiction over the building. We understand that the Department of Energy, Mines and Resources is giving consideration to disclosing this subsidy in future Estimates.

**69. *Costs arising from cancellation of lease.*** In October 1967 the Treasury Board authorized the leasing by the Department of External Affairs of a furnished official residence for the Associate Permanent Representative and Ambassador of Canada to the United Nations, New York, for a two-year period terminating November 30, 1969, at an annual rental of US \$36,000. Considerable concern was expressed by the Board at that time over the high cost of the rental.

In December 1968, almost a full year before the lease was to expire, the Ambassador was transferred to another post and was not replaced.

An offer to pay three months rent to break the lease at the end of December 1968 was refused by the owner, who insisted on full payment under the lease and in addition claimed compensation of US \$9,450 for damages. In May 1969 an agreement was reached with the owner whereby the Department would pay the remaining six months rent and the owner would release the Department from all claims for damages to the premises.

The non-productive costs amounted to US \$39,393 comprising \$15,000 rent for the period January to May 1969, \$18,000 consideration for the surrender of the lease, \$2,538 for servant's salary and \$3,855 for maintenance, repairs, hydro and other expenses. The Department has filed a claim for an insurance premium rebate which should reduce these costs by approximately US \$900.

**70. *Improper use of working capital advance.*** Certain of the allotments in External Affairs Vote 1 were overspent and, to avoid disclosing this, expenditure amounting to \$17,000 was charged to the Working Capital Advance Account which is provided for the purpose of financing posts abroad and for making advances to personnel on posting and for medical expenses.

When over-expenditure occurs, it should be disclosed as such and should not be buried as an improper charge to a working capital advance. With the increasing use of working capital advances throughout the government service, it is important that it be firmly established that an improper charge to a working capital advance is more serious than an over-expenditure of an allotment.

**71. *Loans and advances representing grants.*** Reference has been made in previous Reports (paragraphs 88 and 239 in 1968) to certain loans made to Crown corporations and others, the repayments of which are dependent on further appropriations of Parliament.

The practice of recording these expenditures as loans instead of grants has the effect of understating the deficit for the year as recorded in the Public Accounts and, to the extent that appropriations are provided in later years for repayment of the loans, the deficit will increase or the surplus decrease in those years.

The following additional loans of this type were made during 1968-69:

Canadian Broadcasting Corporation.....	\$ 22,200,000
Canadian Corporation for the 1967 World Exhibition.....	17,500,000
Government of the Northwest Territories.....	4,629,000
Government of the Yukon Territory.....	3,501,000
National Capital Commission:	
Greenbelt.....	1,200,000
Other than Greenbelt.....	500,000
Northern Canada Power Commission.....	250,000
	<hr/>
	\$ 49,780,000
	<hr/>

Had the above amounts been recorded as grants in accordance with the overall policy with respect to these matters as is outlined in paragraph 229 of Volume II of this Report, the deficit for the year would have been \$49,780,000 greater. (See Appendix 1, items 9 and 25.)

Repayments during the year on loans of this type made in previous years were as follows:

National Capital Commission:	
Greenbelt.....	\$ 1,197,000
Other than Greenbelt.....	9,743,000
Canadian Broadcasting Corporation.....	3,955,000
Government of the Northwest Territories.....	522,000
Government of the Yukon Territory.....	514,000
	<hr/>
	\$ 15,931,000
	<hr/>

These repayments were, with the exception of \$526,000 derived from the sale of property by the National Capital Commission, all provided for in 1968-69 appropriations of Parliament. Had the loans been recorded as grants when originally made, these appropriations to enable repayment of principal would not have been required and the deficit for 1968-69 would therefore have been \$15,405,000 less.

Certain of these loans call for payment of interest at varying rates and the following interest income was recorded during 1968-69 with respect to them:

Canadian Corporation for the 1967 World Exhibition.....	\$ 7,867,000
Canadian Broadcasting Corporation.....	4,762,000
National Capital Commission.....	3,831,000
Government of the Northwest Territories.....	623,000
Government of the Yukon Territory.....	512,000
	<hr/>
	\$ 17,595,000
	<hr/>

Of this total, \$8,851,000 was provided from 1968-69 appropriations of Parliament but this provision had no effect on the recorded deficit for the year as it was offset by the recording of an equivalent amount of income. However, both the expenditure and revenue of the year are greater by this amount than would have been the case had the funds advanced in previous years been recorded as grants rather than loans requiring payment of interest.



Of the interest income received from the National Capital Commission, \$877,000 was paid from property rental and other income.

Interest income of \$7,867,000 received from the Canadian Corporation for the 1967 World Exhibition was paid by the Corporation from the proceeds of additional loans and, as part of the Corporation's deficit, must eventually be covered by appropriations of Canada, the Province of Quebec and the City of Montreal.

The appropriations for the Canadian Broadcasting Corporation did not disclose that provision was being made for repayment of loans and payment of interest.

**72. Indirect compensation to chartered banks.** It continues to be the practice of the Government to maintain large balances on deposit with the chartered banks, receiving interest only on balances in excess of an aggregate interest-free amount of \$100 million. Interest is calculated by the Department of Finance on the minimum weekly balance in excess of \$100 million at the weekly average accepted treasury bill tender rate for the three months treasury bills, less 10% of that rate, and amounted to \$20.1 million in 1968-69. The average effective rate was 5.64%.

Section 93 of the Bank Act, 1966-67, c.87, reads in part:

93. (2) The bank shall not make a charge for cashing a cheque or other instrument drawn on the Receiver General or on his account in the Bank of Canada or in any other bank, or for cashing any other instrument issued as authority for the payment of money out of the Consolidated Revenue Fund, or in respect of any cheque or other instrument drawn in favour of the Receiver General, the Government of Canada or any department thereof or any public officer in his capacity as such, and tendered for deposit to the credit of the Receiver General.

(3) Nothing in subsection (2) shall be construed to prohibit any arrangement between the Government of Canada and the bank concerning interest to be paid on any or all deposits of the Government of Canada with the bank.

We have drawn attention to this prohibition in our Reports since 1962 (paragraph 89 in 1968) and on three occasions the Public Accounts Committee has expressed the view that if banks are to be compensated for services provided to the Crown, consideration should be given to the most equitable manner in which this may be done, with statutory sanction being given by means of an appropriate amendment to the Bank Act. (See Appendix 1, item 10.)

The wording of these subsections was considered by the Public Accounts Committee prior to their enactment by Parliament in 1967 and in its Seventh Report 1966-67 the Committee expressed the opinion that this wording did not meet its recommendations and asked the Department of Finance for explanations on three points:

- (1) why it considers that an amount of \$100 million should be left on deposit with the chartered banks free of interest;
- (2) why, if it considers that the chartered banks should be compensated for the service provided by them to the Government, it has not recommended that subsection (1) of section 93 of the Bank Act, 1953-54, c. 48, be amended to permit this; and
- (3) what other means of compensating the banks for services rendered were considered and why they are being discarded.

On October 15, 1969 the Minister of Finance wrote to the Chairman of the Public Accounts Committee outlining the views of the Department of Finance on these three points.

**73. *Royal Canadian Mint.*** In our 1968 Report (paragraph 90) we disclosed a situation wherein 77,600 coin sets with a total value of \$692,000 had been shipped by a Mint employee without *bona fide* orders. Full payment had been made and no loss to the Crown resulted. The orders used to effect shipment bore many names and addresses, including a number of fictitious ones, but it is our understanding that the coin sets were received by one particular coin dealer. Failure of officials in the numismatic section of the Mint to take inventory of completed coin sets daily and to reconcile periodically the liability account for unshipped prepaid orders allowed a breakdown in the system of internal control to go undetected. We pointed out to the Department of Finance that, as the Mint is primarily a manufacturing organization, it is not particularly well equipped to deal with the problems associated with the distribution of coin sets to dealers and the general public. For this reason, we suggested that consideration be given to alternative ways of handling this distribution.

The system of internal control has been tightened up and our audit for the year ended March 31, 1969 disclosed no irregularities. The Royal Canadian Mint was a branch of the Department of Finance to April 1, 1969 when it was incorporated by the Government Organization Act, 1969, 1968-69, c.28, and the Minister of Supply and Services was designated as the reporting Minister. We have been informed by the Department of Supply and Services that the irregularities in the distribution of coin sets are considered to be isolated cases and accordingly no change in the method of distributing numismatic coin is warranted.

The employee who resigned after admitting responsibility for the irregular shipments has since been charged under the Criminal Code, found guilty of accepting benefits in the amount of \$22,000 and fined \$5,000. One other Mint employee and a coin dealer have also been charged under the Criminal Code.

**74. *Limited competition for government business.*** In previous Reports (paragraph 92 in 1968) we have referred to the engraving and printing of postage stamps, other revenue stamps and labels, bonds, paper currency, passports and other documents and forms for the Government and the Bank of Canada. This work has been carried out almost exclusively by two Ottawa firms for many years and currently occupies most of their productive capacity. Last year we reiterated that very limited competition for government contracts creates a risk of excessive profits at the expense of the Crown. In response to our suggestion that audit provisions be included in the contracts with these firms, the Deputy Minister of Finance informed us that cost audits could be made under the present contracts but were not being requested as the Treasury Board was reviewing the business done with these companies. In addition, a study team of representatives of interested departments and agencies was to be established "to develop a procedure that will provide the most economical procurement of security printing consistent with



the standards of security and quality required and the viability of the two existing commercial sources”.

During 1969, at the request of the Deputy Minister of Finance, the Audit Services Bureau of the Department of Supply and Services carried out cost audits for the year ended December 31, 1968 of all contracts between these firms and the Departments of External Affairs, Finance, National Revenue and the Secretary of State, the Post Office and the Unemployment Insurance Commission. The audits revealed that substantial profits had been made on most government contracts but these had been reduced to a moderate overall profit by a loss on contracts with the Post Office which had terminated its non-competitive contracts and had invited tenders from the two firms for five-year contracts effective January 1, 1968. This had resulted in annual savings of about \$175,000 on postage stamp contracts. No examination was made of, and as far as we are aware no specific information is available with respect to, the rate of profit on contracts with the Bank of Canada for the printing of bank notes.

The study team, which was established in September 1968, found that contracts generally extended over many years and were allocated to one or the other of the two firms rather than awarded on the basis of tenders. Moreover, the very limited competition that existed was weakened by the Government's policy of equalizing business between the two firms. However, conclusions as to the most satisfactory procurement methods and procedures were not unanimous and no decision as to future policy has been made.

In our opinion, if the interests of the Crown are to be protected, the procurement of security printing should be centralized in the Department of Supply and Services in the same manner as the procurement of other goods, as is envisaged by the Government Organization Act, 1969, 1968-69, c.28. In addition, competition should be broadened to include other firms in Canada and elsewhere. A number of these firms print money orders, bonds, share certificates, etc., which require equally high standards of security and quality.

**75. *Subsidization of Fishermen's Indemnity Plan.*** For several successive years, (1968, paragraph 94) we have referred to accounts maintained in connection with the Fishermen's Indemnity Plan which was introduced in 1953-54. From the outset there were two accounts, the Fishing Vessel Indemnity Account and the Lobster Trap Indemnity Account. In 1966 a third account, the Fixed Fishing Gear and Shore Installations Indemnity Account, was added. Although the Plan was intended to be self-supporting (except for administration costs met through parliamentary appropriation) all accounts had recorded net deficits since their inception.

Some years ago, concern of the Department of Fisheries with the deficits which were being incurred in respect of the Fishing Vessel Indemnity Account resulted in a study directed in part to ascertaining what changes in the regulations were practicable or to what extent premium rates should be revised. In June 1968 this study culminated in the introduction of new regulations embodying premium rates which were expected to make this element of the Plan more viable. The step achieved its purpose, with 1968-69



activities resulting in a surplus of \$37,000 compared with the preceding year's deficit of \$133,000.

We also noted in recent Reports that fishermen were availing themselves of the Lobster Trap Indemnity facilities to a decreasing extent. This continued into 1968-69 when premium income was only \$1,900. The payment of claims of \$5,900 resulted in a deficit of \$4,000. In February 1969 the Lobster Trap Indemnity Regulations were revoked. As we are informed that no claims will be entertained in 1969-70, the accumulated deficit of \$690,000 to March 31, 1969 is likely to represent the final standing of the Lobster Trap Indemnity Account.

In October 1968 the Department had announced the immediate discontinuance of the Fixed Fishing Gear and Shore Installations Indemnity Account because of insufficient participation by the fishermen. A 1968-69 deficit of \$31,100, the result of claims paid of \$37,300 offset by premium income of \$6,200, increased the accumulated deficit in the Account from its inception in 1966 to \$64,500 at March 31, 1969. As policies have been allowed to run to expiry dates later in 1969, the final standing of this Account is not yet known.

**76. *Loan to Indian band recorded as a grant.*** Our 1968 Report (paragraph 98) referred to a payment of \$20,000 by the Department of Indian Affairs and Northern Development to an Indian band to meet expenses in connection with the negotiation of a settlement for Reserve lands expropriated by The St. Lawrence Seaway Authority. Although a condition attached to the payment was that it would be repaid in due course from moneys which the band would receive from the Seaway Authority, it was not recorded as a loan but as an expense of the year.

The situation remains unchanged from last year. No action has been taken to show the amount of \$20,000 owed by the Indian band either as an outstanding loan in the accounts or as an account receivable in the memorandum records maintained for other types of indebtedness to the Crown.

**77. *Loan to co-operative association recorded as a grant.*** In our 1968 Report (paragraph 99) reference was made to a payment of \$15,000 from Indian Affairs and Northern Development Vote 5, which provides for administration, operation and maintenance expenses of the Indian Affairs Branch. We expressed the view that, as the payment was in effect a loan to a co-operative association, it should have been treated as such instead of as a 1967-68 expenditure.

We have since confirmed that the payment by Canada and a matching one by a provincial Crown corporation have been the subject of a loan agreement between the corporation and the co-operative, and that payments by the co-operative will be shared by the corporation equally with Canada. Although no adjustment has been made in the accounts of the Federal Government to record the loan, the indebtedness of the association now appears as an account receivable in the memorandum records of the Department of Indian Affairs and Northern Development. Repayments, based on sales volume, are to commence on December 1, 1969 and are to be completed within a twenty-year period.

**78. Accounting for advances to Indian bands for housing construction.** Reference has been made in our past two Reports (paragraph 100 in 1968) to a program of the Department of Indian Affairs and Northern Development for the construction of houses on Indian Reserves. Bands regarded as capable of managing their own affairs and interested in doing so have been permitted to assume responsibility for the program and the related financial resources made available by the Department, subject to certain conditions.

One of the conditions is that 25% of the funds for the total annual program will be advanced to the band at the start of construction, with the balance to be made available as and when required upon submission by the band of certified statements of account covering amounts previously advanced. Last year we reported that in 1966-67 approximately \$100,000 had been advanced from the Department's Vote 35 and permitted to remain as a charge to the appropriation, although no accounting for the advances had been made by the year-end. Advances of \$329,000 in 1967-68 were similarly recorded as expenditure.

We have established that \$97,000 of the total of \$429,000 advanced in these two years remains to be covered by the required statements of account. During 1968-69 further advances aggregating \$1,404,000 were made. Of this amount, a total of \$527,000 remains to be covered by statements of account.

**79. Public money not paid into the Consolidated Revenue Fund.** In 1965 the Indian Affairs Branch, now of the Department of Indian Affairs and Northern Development, was authorized to conduct timber operations on the Chilcotin Plateau, near Williams Lake, B.C., for purposes of an Indian forestry training project.

In May 1967 an agreement was entered into for the sale to a local company of logs produced from the operation, a provision being that they would be delivered to the purchaser at appropriate landings.

Later in 1967 a general financial cut-back by the Government threatened the existence of the training project. To enable it to continue, the agreement for sale of the logs was amended so that, although the training centre continued its operations as before, the payrolls and other accounts were turned over to the company which issued cheques for these expenses and reduced its indebtedness to the Crown accordingly. The procedure resulted in a diversion of public money contrary to the principle of budgetary control by Parliament.

Provision for the same practice was included in an agreement with another purchaser of logs entered into in November 1968.

The revenue diverted under the agreements during the two years ended March 31, 1969 amounted to \$107,000, of which \$52,000 related to 1968-69.

**80. Acquisition of additional land for Indian Reserve.** In 1967 representatives of an Indian band requested the Department of Indian Affairs and Northern Development to finance the purchase of land to enlarge a Reserve in the vicinity of Quebec City. The



additional land was stated to be required primarily to provide for population growth and the extension of local industries.

After agreement had been reached to consider four parcels of land comprising about 106 acres, the Department arranged for an appraisal of the property. The appraiser expressed concern about meeting the requirement in mid-winter but was instructed to proceed under what were recognized as less than ideal circumstances. His valuation of \$210,000 was regarded by departmental officials as somewhat in excess of market value because his appraisal was based on the value of serviced lots, although the land was not serviced, and due to swampy conditions much of it would be unusable unless extensive drainage operations were carried out.

The property owners placed a valuation of \$257,000 on their holdings. Although in the circumstances another appraisal when the land was free of snow cover appeared desirable, this step was not taken and during the year payment of a negotiated price of \$237,000 was charged to the Department's Vote 10.

**81. *Inadequate accounting and financial control procedures, Indian agencies.*** In our past two Reports (paragraph 102 in 1968) attention was drawn to the results of our examination of a number of the field offices maintained by the Department of Indian Affairs and Northern Development for the administration of its programs for the Indian population. We referred to the need for a strengthening of financial control over field activities and described the areas of particular concern.

During 1968-69 examinations were made at 25 of the 68 agencies and district offices. As a result of these examinations the attention of the Department was drawn to several instances where the cash handling procedures were unsatisfactory, internal control was lacking, follow-up of outstanding accounts receivable was ineffective, control procedures for stores and equipment were unsatisfactory, payroll records and procedures were inadequate, welfare administrative procedures were unsatisfactory, and also to the following:

1. **IMPROPER USE OF REVENUE.** At three offices the commissions accruing from issuance of provincial birth, death and marriage certificates were used to supplement staff coffee and gift funds.
2. **UNSATISFACTORY ACCOUNTS RECEIVABLE PROCEDURES.** Nine offices were not maintaining a control account for leases and the unofficial leasing of Reserve lands had occurred at three locations.
3. **INADEQUACIES IN ACCOUNTING FOR BAND FUNDS.** The audited financial statements due from Indian bands managing their own revenue moneys under section 68 of the Indian Act, *R.S., c. 149*, were outstanding at three locations.
4. **UNSATISFACTORY PROCEDURES RESPECTING LOANS MADE UNDER SECTIONS 64(h) AND 69 OF THE INDIAN ACT.** Further evidence was found of a lack of positive action in the collection of amounts due under loans. During the year the outstanding loans made from the Consolidated Revenue Fund under section 69 of the Act increased from \$1,447,000 to \$2,075,000, and the arrears from \$476,000 to \$500,000. During the same period the outstanding loans from the capital funds of bands under section 64(h) increased from \$218,000 to \$237,000, and the arrears from \$162,000 to \$168,000.



We have been informed by the Department that remedial action has been taken with respect to matters drawn to its attention.

**82. *Inadequate accounting and financial control procedures, Fort Smith, N.W.T.*** In our Reports for the past several years (1968, paragraph 104) we have referred to inadequacies in accounting and financial control procedures in the Regional Office of the Department of Indian Affairs and Northern Development at Fort Smith. Last year we observed that many of the functions for which the office was responsible were being assumed by the Government of the Northwest Territories and that this transfer was expected to be completed by April 1, 1969.

We also commented last year on the results of an examination at Fort Smith in November 1968. Among other things, we referred to outstanding accounts receivable on behalf of the Department of National Health and Welfare. We were later informed that these had been returned to that Department. We also observed that positive action towards the collection of long-outstanding water and sewer accounts was not apparent. In that regard we were informed that although the Town of Fort Smith had been approached regarding assistance in the collection of these accounts, which relate to the period when the services were a federal rather than a municipal responsibility, no firm commitment had been obtained. We also reported that the processing of accounts payable continued to be subject to delays. The easing of the work load resulting from the transfer of activities to the Territorial Government assisted in disposing of this problem satisfactorily.

Following completion of the transfer of responsibilities assumed by the Government of the Northwest Territories, the departmental office at Fort Smith was closed on September 1, 1969 and the long-outstanding water and sewer accounts have been transferred to the Territorial Regional Office at Fort Smith for follow-up and collection.

**83. *Inadequate control of stores at northern locations.*** In our Reports for several years past (paragraph 103 in 1968) we have referred to the unsatisfactory control of and accounting for stores at northern locations, to the concern of the Public Accounts Committee with this situation as expressed in its Eighth Report 1966-67 (see Appendix 1, item 30), and to our intention to review matters in the course of examinations at northern points in 1968-69.

During the year examinations at Fort Smith and Inuvik indicated that stores operations had improved, although it was necessary to draw a number of inadequacies to the attention of the Department of Indian Affairs and Northern Development.

Responsibility for various functions in the Mackenzie District was transferred from the Federal Government to the Government of the Northwest Territories as at April 1, 1969 and associated stores activities then became a Territorial responsibility. Departmental stores operations in the eastern Arctic will also be curtailed considerably with the assumption by the Territorial Government of increased responsibilities in that area from April 1, 1970.

To a substantial extent, therefore, our future examinations in respect of northern stores will be in connection with the audit of the Territorial accounts.

**84. *Cost of failure to discharge cargo, Eskimo Point, N.W.T.*** Late in the 1967 shipping season inclement weather prevented a ship from discharging a substantial portion of the cargo consigned to Eskimo Point by the Department of Indian Affairs and Northern Development. The vessel proceeded to Churchill where about 1,200 tons of cargo were transferred to a smaller vessel which would be able to anchor closer to the site.

Although the second vessel was able to unload about 350 tons at Eskimo Point, conditions were such that the ship was ordered back to Montreal by her owners without having discharged about 850 tons of petroleum products in drums. At Montreal some of the drums were returned to the suppliers and others were held in storage for reshipment to the Arctic in 1968.

Freight costs from Montreal to Eskimo Point incurred with respect to the cargo which was returned to Montreal amounted to \$128,000 and subsequent storage and handling charges in Montreal amounted to \$8,000. The Department of Justice was asked for advice concerning the Crown's legal position with regard to the recovery of the freight costs from the shipping company and payment of the account for storage and handling. During the year the opinion was given that in the absence of any indication that the carrier had not made every effort to unload the full cargo, the Crown had no claim against the carrier for return of the money paid on account of freight or for damages for non-delivery of the oil. Accordingly, the amount of \$136,000 may be regarded as non-productive.

**85. *Inadequate accounting and financial control procedures, National Parks.*** During the year examinations were made at nine of the 17 parks administered by the Department of Indian Affairs and Northern Development. Observations arising from these audits were referred to the Department, with assurances of remedial action being received in the great majority of cases.

The weaknesses observed were largely centred in the procedures for the collection and disposal of revenue, and included inadequacies in internal control, in accounting practices and in application of the fees set out in the regulations governing the various park activities. Because chartered banks and post offices are in most instances some distance away, Treasury Board approval was obtained in November 1969 to relax the deposit requirements of the Receipt and Deposit of Public Money Regulations for purposes of the parks.

At three locations it was found that park-fabricated equipment had not been recorded in the inventory. At another park an individual was employed, on a service contract basis, in connection with the establishment and operation of an appropriate inventory control system for equipment, but without satisfactory results.

**86. *Unrealistic meal charges in National Parks work camps.*** In 1957 the National Parks Service of the Department of Indian Affairs and Northern Development estab-



lished a rate of 65 cents per meal to be recovered from its employees in work camps. This rate has remained unchanged and any adjustment is now regarded as being subject to a provision in a collective labour agreement, signed November 29, 1968, which calls for joint consultation on certain matters before new policies are introduced or existing regulations or directions cancelled or amended in such a way as to affect employees covered by the agreement.

The financial records for 1968-69 indicate that the meal rate established in 1957 is now far from adequate in terms of cost recoveries.

At five of the western parks catering and housekeeping services were provided to established camps under a catering agreement. During the year about 154,000 meals were provided under the agreement at an average cost of \$1.51 per meal for a total of \$233,000. Recoveries averaged 69 cents per meal for a total recovery of \$106,000. This is slightly higher than the established rate of 65 cents per meal for park employees because higher rates are charged to others who are permitted to use the facilities.

At other parks meals are provided through canteens operated by the Department. During the year the recorded cost was \$76,000, involving the wages of cooks and helpers and the cost of food. Recoveries amounted to \$40,000. Information as to the number of meals served is not available.

The Royal Commission on Government Organization recommended that departments review activities devoted to providing food services with a view to ensuring, among other things, that charges to beneficiaries are related to the total cost of operations. The relationship between costs and recoveries in respect of meals provided to employees of the National Parks Service indicates that such a review should be undertaken. (See also paragraphs 101 and 193 of this Report.)

**87. Co-ordination of research and development assistance to industry.** In our 1968 Report (paragraph 106) we explained that the Crown stimulates industrial research and development in four ways: general grants authorized by the Industrial Research and Development Incentives Act, 1966-67, c.82, which are available to all Canadian industrial firms carrying out research and development; programs to meet specific needs, administered by the National Research Council of Canada, the Defence Research Board and the Department of Industry, Trade and Commerce; accepting research and general development costs in overhead charges to government contracts; and specific contracts for research and development of special equipment. Co-ordination of the specific programs is provided by interlocking advisory committees and we expressed the view that consideration should be given to a reassessment of this interlocking advisory committee method of achieving scientific and technical co-ordination of the various programs. We also suggested that, with regard to financial co-ordination of research and development expenditure, consideration be given to the maintenance of a central record of payments by projects and companies, possibly in the Department of Industry, Trade and Commerce. This latter suggestion is presently being studied by officials of that Department.



In September 1968 the Special Committee on Science Policy was appointed by the Senate to consider the science policy of the Federal Government with the object of appraising its priorities, its budget and its efficiency in the light of the experience of other industrialized countries and of the requirements of the new scientific age, and to enquire into the following:

- (a) recent trends in research and development expenditures in Canada as compared with those in other industrialized countries;
- (b) research and development activities carried out by the Federal Government in the fields of physical, life and human sciences;
- (c) federal assistance to research and development activities carried out by individuals, universities, industry and other groups in the three scientific fields mentioned above; and
- (d) the broad principles, the long-term financial requirements and the structural organization of a dynamic and efficient science policy for Canada.

The Committee has concluded its enquiries but has not yet issued its report.

In January 1969 the Treasury Board established a working group to study existing programs designed to encourage research, development and innovation in the Canadian manufacturing industry; to examine the relationship of the existing programs to the roles of the departments and agencies concerned; and to recommend changes to improve the effectiveness and compatibility of existing programs and government assistance for research, development and innovation generally.

The group, comprising representatives of the Department of Industry, Trade and Commerce, the Department of Finance, the Treasury Board, the National Research Council and the Defence Research Board, completed its work in March 1969. Its report included the recommendation that an Interdepartmental Committee on Innovation be established to conduct a continuing review of program objectives and policies. This Committee has since been established.

**88. Admiralty courts.** Our last three Reports (paragraph 110 in 1968) have included criticisms of the administration of Admiralty courts, including such matters as failure to comply with rules and regulations established for the courts, inadequate accounting records and the lack of specific and detailed instructions for the registrars with respect to records to be maintained, type of bank account to be used and the disposition of interest earnings on funds deposited into court. Further examinations carried out during 1968-69 at the courts in St. John's, Charlottetown, Halifax, Quebec, Montreal, Toronto and Vancouver disclosed that many of these weaknesses still existed.

During the latter part of the year, following a change in the rules of the Exchequer Court and the Exchequer Court in Admiralty, an administrator was appointed to devote his time to the administrative side of these courts. The rules of the courts have been further amended to provide that the funds of the courts are to be deposited in the Consolidated Revenue Fund, rather than in individual bank accounts. The effective date of this new procedure has not been established.

**89. Increase in the annuity to a judge as the result of delay.** Section 23 of the Judges Act, *R.S., c.159*, provides that:

The Governor in Council may grant to...a judge who has become afflicted with some permanent infirmity disabling him from the due execution of his office, if he resigns his office or by reason of such infirmity is removed from office,...an annuity not exceeding two-thirds of the salary annexed to the office held by him at the time of his resignation, removal or ceasing to hold office.... An annuity granted to a judge under this section shall commence on the day of his resignation...

A judge was on leave of absence due to illness from February 7, 1966 to June 12, 1967 although the approval of the Governor in Council required by section 36 of the Act was sought and granted only for the periods February 7 to June 7, 1966 and September 1 to December 31, 1966. The salary of his office was \$25,000 per annum. This was increased to \$30,000 on March 1, 1967 and on June 1, 1967 it was further increased to \$32,000.

It had become apparent prior to March 1, 1967 that the judge's disability had rendered him incapable of carrying out his office and a resignation was submitted on his behalf on April 21, 1967. As this was not acted upon by the Governor in Council until June 13, 1967 the annuity granted amounted to \$21,333 or \$4,666 more than if he had been retired before March 1, 1967.

**90. Payment of salary to a judge during leave of absence.** In our 1965 and 1966 Reports we drew attention to payment of salary totalling \$31,500 to a judge while on leave of absence pending the disposal of criminal charges that had been laid against him. The judge had actually sat on the bench for only seven months. Payments were discontinued in November 1965 when the appeal court quashed the conviction against him and granted him a new trial. The judge had previously agreed that, from the date of the judgment of the appeal court, any leave of absence that he might have would be understood to be leave without pay. The judge was acquitted at his second trial and the acquittal was upheld on appeal in May 1968. In the meantime, the judge had become afflicted with a permanent infirmity disabling him from the due execution of his office.

The Governor in Council in July 1968 approved payment to him of an annuity of \$18,667 under the provisions of the Judges Act, *R.S., c.159*. Although the judge had agreed to leave without pay from November 1965, the Order in Council also provided for payment retroactively of salary for the period and he was paid an amount of \$67,091 in September 1968.

**91. Existence of annuitants.** In last year's Report (paragraph 111) we stated that during 1966-67 the Government Annuities Branch, in response to observations we had made on the possibility of payments being continued after annuitants were deceased, mailed certificate forms to 28,000 annuitants in order to obtain confirmation of their existence. This test, which covered approximately one-third of the total number of annuitants who were being paid directly, resulted in the establishment of some



\$18,400 in overpayments, of which \$15,300 was recovered and \$3,100, the overpayment to one annuitant, has now been written off under authority of Treasury Board Vote 6b, Appropriation Act No. 1, 1969, 1968-69, c.23. These results confirmed to us that periodic confirmation of the existence of annuitants is essential.

In early 1969 the Annuities Branch started obtaining life certificates from the two-thirds of the annuitants not covered in the first program. This program is expected to extend into 1971-72. By September 30, 1969, 10,000 requests for confirmation had been mailed leaving approximately 46,000 annuitants still to be canvassed. No further overpayments have been established although some of the returns are still under investigation.

**92. *Municipal winter works incentive program.*** This program, under which Canada, by annual agreements with all of the provinces and the territories, had undertaken to pay a percentage of direct labour costs incurred on site on accepted winter works projects undertaken by municipalities, Indian bands and unorganized settlements, was terminated on expiry of the 1967-68 program year on April 30, 1968. Incentive payments in 1968-69 in respect of the 1967-68 program amounted to \$22 million, bringing the total incentive payments from the inception of the program in 1958 to \$268 million.

In our 1967 and prior Reports we stated that our test examination of claims against the Federal Government indicated that the effectiveness of the program in providing benefits to those it was designed to assist was somewhat less than its potential and that there was need for a more specific spelling-out of the terms of the agreements to set straight some irregular and questionable practices which had developed. Amendments designed to eliminate any misinterpretations of the terms of the program and to curb the abuses which had developed were introduced into the agreements for the 1966-67 and 1967-68 program years. These resulted in a substantial curtailment in the number of irregularities in the first year and a still further curtailment in the second year; nevertheless, certain abuses related to the employment on winter works of regular employees of municipalities, the claiming for overtime in other than circumstances of emergency and the lack of certification by municipalities or contractors confirming the eligibility of workers, continued to be encountered.

**93. *Examinations of Canada Manpower Centres and Regional Offices.*** The Department of Manpower and Immigration, which was formed in 1966, has established 254 Canada Manpower Centres and five Regional Offices across Canada to administer a national employment service, formerly a function of the Unemployment Insurance Commission, and programs designed to combat unemployment such as the Adult Occupational Training Program and the Manpower Mobility Program. During the year we examined 14 of these offices, mainly in the major cities, and drew to the attention of the Deputy Minister errors disclosed by our examination and any weaknesses in the control of transactions that we had noted. Most of our observations are still being considered by the Department.



94. *Inadequate liaison between the Department of Manpower and Immigration and the Unemployment Insurance Commission.* Among the conditions set out in the Unemployment Insurance Act, 1955, c. 50, which disqualify an insured person from receiving benefit, two stand out as the most difficult to establish and the most widely abused: the claimant without good cause fails to apply for or refuses to accept suitable employment, or he is unavailable for work. In the absence of proof that a claimant has refused a suitable job offer or evidence conflicting with his declared availability, his declaration must be accepted. Prior to April 1, 1965 claimants were required to register with the employment service branch of the Unemployment Insurance Commission and that branch made known to the insurance branch any refusal of suitable employment offered by it. Consequent on the transfer of the administration of the employment service from the Commission, first to the Department of Labour and subsequently to the Department of Manpower and Immigration, procedures were established whereby the employment service offices (Canada Manpower Centres) were required to notify the Commission when an offer of suitable employment to a claimant had been rejected or the claimant had indicated his withdrawal from the labour force. Mindful that this information has a direct bearing on the determination of claimants' entitlement to benefit under the Unemployment Insurance Act, our examinations of unemployment insurance offices over the past two years have included an assessment of the liaison procedures in effect between these offices and the manpower centres serving their areas. The examinations show that a deterioration in liaison has accompanied the separation of the employment and insurance functions. While there is considerable variation in the degree of importance placed by various manpower centres on the matter of liaison with the Commission, a general pattern is evident:

1. In many instances persons drawing unemployment insurance benefits are not registered in manpower centres.
2. Numerous employment registrations take the form of alphabetically-filed claimant name slips with no occupational-code filing for ready matching against job vacancies.
3. Regular contact is not maintained between manpower centres and registered claimants; instead, the initiative is left with the claimant and manpower counselling tends to be directed towards those most interested in finding work.
4. Commission offices are required to notify manpower centres when claimants cease drawing benefits, but the more logical converse requirement is not imposed when the centres are aware of or have arranged for placement. Claimants may, and on occasion have, notified manpower centres that they have found work but have continued to draw benefits.
5. Information was formerly available from national employment service files on restrictions imposed by claimants on desired wages, hours or locale. These restrictions, although not tantamount to outright withdrawals from the labour force, have the effect of limiting the probability of matching candidate to job. Such information is no longer available to Commission interviewers and insurance officers.

The impact on the Unemployment Insurance Fund of inadequate liaison is indicated by the substantial decline in the number of disqualifications. During 1964-65, the last full year that the national employment service was administered by the Commission,

21,299 disqualifications, normally of the maximum permissible six weeks duration each, were imposed on the basis of job refusal reports prepared by employment officers; the number closely corresponds to those of preceding years. The organizational change which followed is marked by a concurrent reduction in the number of job offer reports referred to insurance officers of the Commission for adjudication, resulting in the following pattern of decreased disqualifications for refusal or neglect of opportunity for work:

1965-66.....	17,779
1966-67.....	9,388
1967-68.....	2,856
1968-69.....	2,024

The reduction of 19,275 in the number of disqualifications arising from this condition, from 21,299 in 1964-65 to 2,024 in 1968-69, multiplied by the normal disqualification period of six weeks at the average weekly benefit rate of \$28.33, represents a drain of over \$3 million on the Unemployment Insurance Fund in the year. This drain does not take into consideration the additional effect that the absence of a concerted job referral effort has in prolonging the period claimants receive benefits.

The foregoing must, of course, be considered within the context of the rationale surrounding the separation of employment and insurance functions, including a de-emphasis of the indirect enforcement role of the national employment service and the encouragement of more widespread employer acceptance of the service through skilled manpower counselling and careful matching of employee-clients with job vacancies. Nevertheless, the present drain on the Unemployment Insurance Fund resulting from the deterioration in liaison is evidence of the need for improvements in the administrative practices of the Canada Manpower Centres relating to unemployment insurance claimants. This can be achieved without adversely affecting the role these Centres were established to fulfil.

**95. *Examinations of Immigration Offices.*** During the year we examined the records of four District Immigration Offices and seven Immigration Centres out of a total of 99 Offices and Centres. The attention of the Deputy Minister of Manpower and Immigration was drawn to errors disclosed by our examinations and to certain weaknesses in the internal control of transactions, particularly with respect to recovery for assisted passage loans, meals, lodgings and other services provided to immigrants. We have been advised that the Department is taking action to correct these matters.

**96. *Cost of the National Arts Centre, Ottawa.*** In our 1968 Report (paragraph 174) we referred to the substantial increase in the estimated cost of constructing the National Arts Centre as a centennial project for Ottawa and indicated where some of these increases had occurred. Construction began in early 1965 and the Centre was opened officially in May 1969. The original estimate of the cost of the Centre prepared by the Department of Public Works and submitted to the Treasury Board in June 1964 was \$18,223,000. The estimated final cost had escalated to \$46,426,000, exceeding the original estimate by \$28,203,000.



The accumulated outlay to March 31, 1969 was \$43,779,000 which was provided for by annual appropriations of the Secretary of State. Of this amount, \$39,631,000 pertains to the construction of the building complex including the underground garage and \$3,463,000 to consultants' fees. An additional \$1,227,000 has been paid out since the year-end.

The Centre itself is not included among the assets of the National Arts Centre Corporation and we are informed that the Department of Public Works intends to lease the Centre to the Corporation for twenty years. Under the terms of the proposed lease, the Corporation is to assume full responsibility for both maintenance and operation of the building but will not be required to pay rent or to provide for interest and depreciation charges. If this policy is followed the accounts and financial statements of the Corporation will not reflect the true costs of operating the National Arts Centre. (See paragraph 317 of Volume II of this Report.)

**97. Settlements for leasehold interests.** In addition to compensating owners of expropriated property, it is frequently necessary for the National Capital Commission to make settlements with tenants forced to vacate premises prior to the dates of termination of their leases. In four such leasehold settlements significant qualifications by cost accountant-appraisers, mainly relating to reductions in the settlements should tenants remain in possession of their accommodation, were not taken into account in establishing the amounts of the settlements, and the Treasury Board was not informed of the qualifications when the Commission sought approval for the payments.

1. A property was expropriated on August 26, 1965 and the tenant was advised that the Commission would require possession by June 30, 1968. Four appraisals were obtained, as tabulated below, two of which referred only to estimated loss through cutting short the period of favourable rent enjoyed under the existing lease:

Appraisal	Lease value	Moving costs, etc.	Total suggested settlement
1	\$ 11,847	\$ 21,960	\$ 33,807
2	nil	23,177	23,177
3	24,500	not requested	—
4	2,893	not requested	—

Compensation was paid in the amount of \$53,213, of which \$24,500 represented the discounted difference in rent the tenant was obliged to pay from February 1, 1967, the date of his actual move to new premises, to September 30, 1972, the date the former lease would have expired. This amount did not take into consideration the improved layout and larger size of the new accommodation which the tenant chose to occupy. The submission to the Treasury Board mentions the two complete appraisals received but substitutes an amount of \$24,500 for the lease values of \$11,847 and "nil" actually included in the appraisals, and shows the total suggested settlements as \$46,500 and \$47,600. The appraiser who suggested the lease value as being \$11,847 based his calculations on the discounted additional rent for the new premises adjusted for improved layout and larger size. The second appraiser, who had included no amount for lease value, explained that this was because "the company was paying an economic rent for the



premises" it had been occupying. Subsequently, this appraiser at the request of the Commission quoted, without certifying, \$24,500 as representing "what the tenant would pay rather than be ejected from the site". No mention was made in the Treasury Board submission of the fourth appraisal, which gave \$2,893 as a fair settlement for a small difference between the economic and the actual rent for the premises.

2. A leaseholder was compensated in the amount of \$37,500 with respect to a property which was expropriated on June 29, 1967. Because of certain zoning restrictions and existing market rents, it was evident to the Commission that the business, which was a billiard hall, could not economically relocate. Compensation, therefore, was based on loss of earnings that would be suffered from the assumed closing of business on the date of expropriation until expiry of the existing lease on May 14, 1973. Two appraisals quoted \$37,899 and \$43,150 as appropriate settlements for this loss. Each appraisal included qualifications regarding the date of closing of the business, and one of the appraisals included the suggestion of a downward adjustment of \$413 for each month the tenant remained in occupancy after the date of expropriation. The submission to the Treasury Board included no mention of these qualifications to the appraisals nor of the fact that the tenant continued to occupy the premises at the same rent under a lease with the Commission to October 31, 1969.
3. Compensation of \$23,850 to another tenant was based upon projected loss of earnings. The submission to the Treasury Board quoted two appraisals of this loss up to expiry of the existing lease, March 31, 1972, and for a further five years in accordance with a renewal provision. The first appraisal was for \$20,700 assuming discontinuance of business as of date of expropriation, June 29, 1967, and the second, for \$21,683 assuming discontinuance on June 30, 1968. In the submission to the Treasury Board no mention was made of the recommended downward adjustment of some \$280 per month from June 29, 1967 in the case of the first appraisal, or \$250 per month from June 30, 1968 in the case of the second, should the tenant remain in occupancy. Neither was mention made of the fact that the tenant continued to occupy the property at the former rental rate under a lease with the Commission expiring on October 31, 1969. He vacated the premises on May 18, 1969.
4. Compensation of \$5,600 paid to another leaseholder was based on estimated relocation costs, but nevertheless was of a gratuitous nature because, although his lease expired on October 31, 1967, four months after the date of expropriation, he was permitted to retain occupancy until June 30, 1969.

**98. *Travel by private motor car.*** We have continued to experience difficulty in establishing that trips made by Service personnel by means of private motor cars, for which an all-inclusive expense mileage allowance was paid, were in fact made in the manner claimed. We have commented on this problem in previous Reports (paragraph 119 in 1968) suggesting that such claims be supported by a special certificate of an officer who has knowledge that the trip was actually undertaken as claimed. The Department of National Defence declined to accept this suggestion.

Since the year-end, changes have been made in the Service regulations to bring them more in line with the Public Service Travel Regulations and actual travelling expenses are now paid, with vouchers required to support claims for lodgings. An exception is a trip made by personnel proceeding on special leave by private motor car for which expenses are still reimbursed on an all-inclusive mileage rate basis. How-

ever, in such cases the Department now requires the person concerned to obtain from a responsible person in the community visited a certificate to the effect that he did in fact visit that community.

These changes since the year-end should overcome the problem of establishing the *bona fides* of travel claims except in cases where the visit is made to communities where bases are located and transportation might have been obtained by Service vehicle or aircraft. We shall continue to pay particular attention to expense claims submitted in these circumstances.

**99. Use of departmental vehicles.** In previous Reports (paragraph 121 in 1968) we have noted that the use of Department of National Defence vehicles for the purposes of dependants' recreation and shopping, contrary to Treasury Board policy, was permitted under departmental administrative orders and that cars with chauffeurs were assigned to senior military officers for their use, including transportation between office and residence. The Treasury Board had withheld approval of procurement of additional automobiles pending clarification of departmental policy.

Following consultations with the Treasury Board staff concerning proposed revisions to the administrative order which describes departmental policy governing the use of motor transport, a revised order was promulgated on October 3, 1969. The Treasury Board staff, after reviewing the revised order, found it necessary to remind the Department on October 8, 1969, that:

it is established policy that Government-owned vehicles are to be used for official purposes only and that use for any non-official purpose is not authorized without the prior approval of the Treasury Board. Specifically, the use of Government-owned vehicles for unauthorized transportation of employees to and from work, for moving personal effects, for transportation related to staff picnics and other social functions, and for pleasure travel of any kind is not permitted, without prior Board approval.

At the same time the Department was advised that in some areas the wording of the order was open to more than one interpretation which could lead to misuse of government vehicles and that the Treasury Board would not be asked to decide on the purchase of additional vehicles until the order was further clarified.

Although further discussions between the Department and the Treasury Board on interpretation of the administrative order have taken place, departmental policy has yet to be fully determined. In the meantime, the Treasury Board has permitted the procurement of some of the new automobiles requested by the Department.

**100. Pension awards effective at an early age.** In previous Reports (paragraph 122 in 1968) we have commented upon the number of servicemen being retired by the Department of National Defence with immediate annuities at an early age, in some instances under 30. Although the amounts of these annuities are not large due to the short periods of service, the potential cost is substantial because of the long life expectancy. During the year an additional 434 servicemen age 40 and under were released



with immediate annuities ranging in amounts from \$511 to \$3,850 and aggregating \$754,000 with a present value of approximately \$11,228,000. This brought the total number of servicemen age 40 and under released during the past four years to 1,841, with immediate annuities totalling \$2,770,000.

The Statute Law (Superannuation) Amendment Act, 1969, 1968-69, c.29, which came into force on April 1, 1969, gives effect to the Department's proposals respecting amendments to the Canadian Forces Superannuation Act, 1959, c.21. The amendments eliminate immediate annuities for servicemen with less than twenty but more than ten years service who retire voluntarily or who are retired for inefficiency. However, as immediate annuities may be granted to servicemen released at an early age for the purpose of promoting economy or efficiency or due to misconduct, the full effect of these amendments on the number of pension awards effective at an early age cannot be determined for some time. (See Appendix 1, item 7.)

**101. Unrealistic meal charges to Canadian Forces personnel.** The revised pay structure introduced for the Canadian Forces in October 1966 was formulated for the first time on the concept that remuneration should be based on skill and responsibility, as is the case in industry, and the subsidies inherent in the older pay structure should be removed. In keeping with this concept, it should be expected that when services are provided by the Department of National Defence the cost be recovered to the fullest extent possible.

Concurrent with the pay revision, the Department introduced monthly charges for daily rations which are provided in the main to members who live in single quarters. Since June 1968 an officer has been charged \$56 a month and a man \$46, except that while a man is serving on a ship or in the field, or at other locations designated by the Chief of Defence Staff, the monthly rate is \$36.

Departmental practice is to calculate twice annually the average cost of unprepared rations at the various bases in Canada, which in July 1969 was determined to be \$40.50 per man-month. However, the total of the costs of transportation, warehousing, preparation and serving of the meals and other related expenses is not compiled although it could represent a large part of the overall cost. Clearly, appropriate rates cannot be established unless all relevant costs are considered.

Examinations made at various messes during the year revealed in every instance that the cost of food and the salaries of the kitchen and dining room staffs alone exceeded the total amounts charged the servicemen. Our examination of 18 messes at four different localities revealed that costs of food and salaries of the staffs engaged in preparing and serving the meals averaged \$101 per man-month. It is therefore apparent that the servicemen are not being charged reasonable rates for services provided. This constitutes a continuing subsidy and is contrary to the principles underlying the new pay structure.

Departmental internal auditors also reported cases where the messing staffs outnumbered the service members on ration strength. For example in one report it was



noted that during a period of 15 months the number of personnel served meals on a regular basis varied from one to eight and at the time of the examination, only five members (one officer and four civilians) were on permanent ration strength. Annual wage costs for three cooks, one waitress and two kitchen helpers amounted to more than \$30,000.

The Department has considered it to be impractical to operate the individual messes on a self-sustaining basis but in our opinion it should give consideration to the feasibility of closing the many small messes which are uneconomic to operate, and using either other messes or outside facilities. Otherwise the overall average cost and the corresponding charges to service members could be unreasonable.

It is essential that, as a prerequisite to the establishment of reasonable charges, the costs of providing the service be determined and a policy established to ensure that the cost is recovered to the fullest extent possible. (See also paragraphs 86 and 193 of this Report.)

**102. Subsidization of non-public fund activities by the Crown.** In our 1968 Report (paragraph 123) we noted that such facilities as messes, recreational facilities and sales outlets, operated by the Department of National Defence for the benefit of the Canadian Forces, are subsidized from public funds, and that the full extent of the subsidization cannot be determined. We stated that it is essential, as a prerequisite to the establishment of adequate management control, that the actual costs borne by the Crown be determined and a policy established to govern the extent to which non-public fund activities may be subsidized. We also reported that since integration of the Forces a new departmental directorate had been established to administer a common system of non-public fund operations, and the Department had advised us that a policy review was being made.

The policy review referred to has since been completed and the Department's views considered by the Treasury Board. The main guiding principles approved by the Board are as follows:

1. A reasonable level of goods, services and recreational facilities should be available to Canadian Forces personnel in their areas of service. Where those levels are inadequate the Department's responsibility as an employer, to ensure their availability where practicable and desirable, may be discharged through a system of non-public fund organizations.
2. The operation of a Canadian Forces Exchange System and the associated non-public fund organizations may be supported from within the departmental resources of personnel and property, including accommodation, and by the provision of transportation, communications and other services.
3. A portion of the revenues generated by the System may be applied to provide a reasonable level of recreational and community services.

While approving these principles, the Board requested the Department to develop and submit for its approval regulations to make the principles effective and to include therein criteria for the levels of the services and recreational facilities to be provided.

We are informed that departmental officials are engaged in formulating the criteria and regulations requested.

The Board also requested the Department to submit as part of the annual Program Forecast a summary report on the resources used and the value of public subsidy provided, and a summary of the non-public fund capital contributions to community services and facilities.

**103. *Public moneys diverted to a non-public fund activity.*** In June 1967 and again in May 1968 the Department of National Defence made available to a professional football club, for practice and training purposes, accommodation and facilities at Royal Roads Military College. The services were provided for a period of two weeks on both occasions at \$10 per person per day for board and lodging and two cents per square foot per day for indoor accommodation. In addition, the club was granted the use of outdoor areas including playing fields free of charge.

Receipts by the College for the two periods amounted to \$19,395. Of this, \$4,020 was remitted to the Receiver General as revenue, reimbursing the Crown \$1.33 per day for each person furnished with board and lodging, and two cents per square foot per day for the indoor accommodation provided. Disbursements for extra food purchased and in respect of other costs amounted to \$9,173. The balance, \$6,202, was retained by the College authorities, and was in part expended on what were considered directly associated expenditures, as follows: rugs and drapes for messes, \$1,135, and television and improved entertainment facilities, \$1,040. In addition, it was considered appropriate to spend \$760 of the remaining funds on special occasions related to cadet training such as a formal mess dinner, \$599, and receptions, \$161. The undisbursed balance by April 1969 amounting to \$2,874 was earmarked for such purposes as stemware for the cadets' dining room, a public address system incorporating a radio, record and tape players for the cadets' mess, etc.

The Department has agreed with us that there is no authority for the use of the excess of revenues over costs as non-public funds; nevertheless, file documents show that ranking departmental officials condoned much of the expenditure on the basis that the paucity of revenue from normal sources available for the College's non-public funds made it impossible to meet the cost of replacements of mess facilities, and of other projects which were unlikely to be provided from the public purse.

**104. *Defect in regulations covering rehabilitation leave.*** Upon completion of their service careers most members of the Canadian Forces are entitled under a Ministerial Order to rehabilitation leave, computed on the basis of thirty days for each completed five years of continuous service. Until January 1969 "continuous service" was defined in the Order as "the period of uninterrupted full-time paid service" and it had been a departmental practice over some 20 years to calculate the leave entitlement on the one uninterrupted period of full-time paid service which immediately preceded the date of release. This was in accord with interpretation of the Order by departmental legal officers that only one such period of continuous service was contemplated.



In August 1967 a senior officer of the pension section of the legal branch of the Department of National Defence, who was approaching compulsory retirement age for his rank, requested and was given a voluntary release. His rehabilitation leave was calculated in conformity with the departmental practice, but the officer objected contending that his "continuing service" should, in addition to the immediate period of 18 years on which his leave entitlement was based, also include a previous period of six years service spent in the Forces during World War II. The Department of Justice considered the matter and on February 20, 1968 advised the Department that the officer's wartime service should indeed be taken into account in determining the rehabilitation leave. As a consequence, the officer received an additional 38 days of leave (equivalent of \$1,800) and an increase of \$97 per annum in pension benefits.

Due to conflicting opinions as to whether, in view of the Justice opinion, the regulations should be amended to restrict the entitlements to those envisaged when the Order was written, some months elapsed before the Department decided to amend the Order by rewording the text to clearly provide that only the current period of uninterrupted full-time paid service would enter into the calculation. The amendment became effective on January 28, 1969.

In the meantime, the rehabilitation leave of some 2,400 officers and men was computed in accordance with the Department of Justice opinion. As a consequence they received pay totalling approximately \$1,360,000 for additional rehabilitation leave, and increased pension benefits estimated to have a present value of \$675,000.

**105. Appropriateness of disciplinary measures.** The program of a formal dining-in night held at Canadian Forces Base Comox on January 31, 1968 included a flypast at 500 feet of a CF-101 aircraft over the officers' mess at sub-sonic speed to mark the end of the RCAF and the coming into being of the unified Canadian Forces. The flight was made at midnight on schedule. However, before the pilot had landed his aircraft he was notified by the control tower that the squadron commander had requested a second pass at a speed "as fast as he can go". The pilot then made the second flight over the mess, as well as part of the built-up area of the Base, at a height of 500 feet and at trans-sonic speed. The associated shock wave broke numerous windows and caused structural damage to houses and buildings along the flight path.

The Department of National Defence received 24 damage claims, 23 of which were paid at a cost of \$6,600 and one is still outstanding. Estimated damage to the Base amounted to \$500, bringing the total cost to at least \$7,100.

An investigation of the affair by the Base authorities established that by his action the pilot had disobeyed Service orders which prohibit trans-sonic flights over built-up areas. No formal charges were made but a headquarters report included the following:

- (a) the pilot of the aircraft was given a reproof;
- (b) the duty controller who transmitted instructions to the pilot has been advised of his responsibilities and the consequences of his lack of sound judgment; and
- (c) the squadron commander has been directed to take specific actions with regard to the discharge of his supervisory responsibilities.



In our view, a more effective deterrent to disobedience of orders and disregard of responsibility would be the imposition of severe penalties on the offenders.

**106. *Failure to withhold benefits to offset damage claims.*** In June 1966 a serviceman while driving a staff car of the Canadian Forces without authority collided with a privately-owned automobile damaging it beyond repair and injuring the civilian driver and his passengers. Damage to the staff car was estimated at \$1,031. The serviceman was convicted of impaired driving and fined \$50 by a Civil Court and, in addition, was sentenced to 60 days detention by his Commanding Officer. This was later reduced to 38 days because he was hospitalized for physical examination. The consequential loss of pay for the period of detention amounted to \$232. In October 1966 the injured parties notified the Department of National Defence of their intention to take legal action against the Crown and the serviceman to recover the loss of the automobile estimated at \$2,000 and the medical expenses incurred as a result of injuries sustained in the accident.

In January 1967, seven months after the accident, the member was released from the Service as medically unfit and paid \$1,195 representing a refund of pension contributions and a balance in his pay account.

Attention is called to this payment because the Department, although aware of the pending claims, failed to withhold the amount to partly offset the anticipated cost to the Crown. The claims were ultimately settled for \$6,576. As subsequent attempts to recover these expenditures from the ex-serviceman were unsuccessful, the matter has been referred to the Department of Justice.

**107. *Indefinite deferment of establishment of Regional Emergency Government Headquarters.*** In August 1960 Defence Construction (1951) Limited awarded a contract on behalf of the Department of National Defence for engineering services which were required before proceeding with the development of six Regional Headquarters for the Canadian Forces and emergency government communication systems, and to provide facilities for personnel of federal and provincial governments and the Canadian Forces needed to direct operations in the event of an emergency. The contract was later amended to provide engineering services for four additional Regional Headquarters.

In July 1962 the Department was required by government policy to reduce its expenditures. One of the measures taken was to defer indefinitely the construction of four of the ten Regional Headquarters buildings. By this time the cost of the engineering services provided for the four had reached \$1,044,000.

Three months earlier in April 1962 the Department of Supply and Services had awarded a contract on behalf of the Department for the supply and erection of antennae at the various Regional Headquarters. The austerity measures also included deferring and later cancelling the portion of the contract relating to erection of the unneeded antennae which had been manufactured at a cost of \$221,000. The antennae were subsequently placed in storage by the Department of National Defence.

In 1965 the Canada Emergency Measures Organization asked the Department of Public Works, which was responsible for the management of the building in which one of the four Regional Headquarters was to be housed, to arrange with the engineering consultants to carry out a feasibility study to determine whether the cost of proposed modifications to the building could be reduced. The study was completed by the consultants at a cost of \$10,000. However, the fee which they would receive if they proceeded with revisions to the existing plans and specifications and supervision of the work was considered excessive and they were not engaged. Instead, the Department of Public Works paid another engineering consultant \$29,000 to prepare new plans and specifications. However, the work of modifying the building was again deferred.

Since work on the four Regional Headquarters which was indefinitely deferred in 1962 has not yet been resumed, it is concluded that the foregoing expenditures, totalling \$1,304,000, must be considered as non-productive.

**108. Assistance to provinces by the Canadian Forces in civil emergencies.** In its Sixth Report 1964-65 (see Appendix 1, item 6), the Public Accounts Committee noted that certain provinces had not settled outstanding accounts with the Department of National Defence relating to assistance provided by the Canadian Forces in civil emergencies. As the Department had not been successful in collecting these accounts they had been referred to the Executive for direction but such direction had not been received. The Committee asked the Auditor General to inform it of the final outcome of these matters.

Last year (paragraph 124) we reported that the Department of National Defence and the Department of Transport had expended additional amounts in 1967 which the provinces had not paid, notwithstanding the fact that the assistance had been given at the request of the provinces and after they had signed formal agreements to reimburse Canada for all expenses incurred.

During the year the Department of National Defence incurred additional charges of \$6,000 which are recoverable from one province, and a billing of the Department of Transport for \$80,000 which was in dispute with the same province was reduced and settled for \$39,000. This brought the amount owing the Department of National Defence by that province to \$631,000. The amounts owing the Department by three other provinces remained unchanged at \$77,000, \$43,000 and \$20,000.

The Public Accounts Committee in its Fifth Report 1968-69, presented to the House on June 26, 1969, expressed the view that outstanding accounts should be settled in view of the agreements to pay, or agreement reached on cost sharing, and suggested that the item be included on the agenda of a future Federal-Provincial Conference for clarification.

In December 1968 the Department of National Defence had forwarded particulars of each account to the Federal-Provincial Relations Secretariat seeking its assistance in resolving the difficulties.



**109. Inadequate control over Accountable Advances to aircraft repair and overhaul contractors for purchase of spare parts.** Paragraph 126 of our 1968 Report referred to the policy of the Department of National Defence of contracting with industrial concerns, through the Department of Supply and Services, for the major overhaul, modification, etc., of equipment, and to the practice of providing assistance to the contractors in financing the necessary spare parts inventories by means of Accountable Advances. We cited instances where the Departments and the contractors had departed from the policy and the concepts upon which Accountable Advances were founded, and stated that the specification included in contracts for the purchase and management of Accountable Advance spares required revision. We also noted that the ownership of such spares should be clarified and the responsibilities of the Department of National Defence, the Department of Supply and Services and the contractor should be defined, and we suggested that the whole concept of Accountable Advances should be reviewed to determine whether the present type of financial assistance was the best means of minimizing the overall cost of major repair and overhaul work. The Department of National Defence had advised us that all aspects of Accountable Advance inventories were being studied with a view to making the system more effective as a short-term goal, and to recommending alternative methods as part of a long-range solution.

This joint study by a committee of senior representatives of both Departments has been completed and their recommendations have resulted in the promulgation recently by the Department of National Defence of a revised specification which, we are informed, will be incorporated in all 1970 and subsequent contracts for the acquisition of Accountable Advance spares. Relevant departmental instructions have also been revised.

The revised specification provides that ownership of Accountable Advance inventories vests in the Department of National Defence and stipulates conditions for provisioning and reprovisioning. It requires stock holdings to be kept under constant review by the contractors to ensure effective and timely support for materiel undergoing repair during the contract period, to minimize excessive stocks, and to avoid accumulation of obsolete and surplus materiel. Provision is made for Crown inspection and audit of inventories and relevant records. In addition the specification assigns to the Department the role of maintaining surveillance over the contractors' inventory management methods, procedures and procurement, paying particular attention to the adequacy of contractors' stocktaking methods and to ensuring that "free-issue" materiel is not purchased as Accountable Advance materiel.

The Departments of Supply and Services and National Defence are presently preparing a program for a joint review, contractor by contractor, of existing Accountable Advance inventories.

The committee also recommended to the Departments, as long-range proposals, two alternative methods to the present system of Accountable Advance financing. We have been informed that the implementation of the revised specification and procedures should provide the short-term solution to the abuses and problems associated with the Accountable Advance financing and a base from which to proceed to a long-term solution.



**110. Excessive advance payments under contract.** In our 1967 Report we noted two instances where advance payments under contracts had been made by the Department of National Defence in amounts that could not be justified by accumulated costs, goods received or services rendered. It appeared this had been done to circumvent the parliamentary control over appropriations provided for by section 35 of the Financial Administration Act.

An examination of the Department's advance accounts in excess of \$500,000 each at March 31, 1969 revealed that additional advances totalling US \$10.2 million had been made in 1968-69 and that advances totalling US \$1.4 million made in previous years had not yet been accounted for. These advance payments were not required by the relative contracts and in our opinion they did not meet the requirement of section 32(b) of the Financial Administration Act that in order for a payment to be made before the completion of the work, delivery of the goods or rendering of the service, it must be provided for by the contract.

**111. Excessive progress claims by a contractor.** In December 1966 the Department of Supply and Services contracted to purchase military aircraft for the Department of National Defence from a Canadian company which also manufactured many of the component parts. Under the Canada-United States defence production sharing arrangements this company had concurrently contracted to supply the rear fuselage assembly to a customer in the United States and the Department agreed to the company charging the National Defence contract with a *pro rata* share of the pooled cost of producing this component. This arrangement was based on the understanding that production under the two contracts would be concurrent.

By September 1967 the company had received progress payments totalling \$3.8 million, or approximately 91% of the total cost, as then estimated, of the Canadian requirement of 115 assemblies. On the claims for these progress payments the company certified that all materials and charges pertained directly to the Canadian contract, and the Department of Supply and Services certified that in its estimation the claims were reasonable and proper. However, the company had completed only one of the 115 assemblies. After a review of the progress of the production program, the Department of Supply and Services concluded that the amount paid was in excess of the corresponding cost incurred by the company and \$1.3 million was recovered in equal monthly instalments by reducing progress claims during the period September 1967 to January 1968. In June 1969 when progress payments stood at \$3.6 million and only 40 of the 115 assemblies had been completed, the Department again conducted an extensive review of progress payments and costs and concluded that the total cost would approximate \$3.3 million. Therefore, an amount of \$500,000 was recovered in July 1969.

In our view these claims for progress payments in excess of cost actually incurred were irregular and the overpayments should have been recovered with interest immediately they were established.

The decision to manufacture this component in Canada rather than purchase it from a supplier in the United States cost Canada over \$3 million for tooling and other initial or non-recurring manufacturing costs incidental to the establishment of a Canadian production facility. The charging of such costs to appropriations of the Department of National Defence represents an unauthorized supplementation of the Industry, Trade and Commerce Vote 5 which was provided for that purpose.

**112. *Higher costs of procurement in Canada.*** In August 1962 the Department of Supply and Services contracted on a target-incentive basis with a Canadian manufacturer on behalf of the Department of National Defence for 434 Mark NC 44 Mod. 1 torpedoes at an estimated cost of \$8,747,000, or approximately \$20,200 each. The price included the cost of pre-production engineering, tooling and testing. The contract was awarded without competition to the only Canadian supplier, notwithstanding the knowledge that earlier in 1962 this supplier had tendered prices to the United States Government for the United States model of this torpedo, the Mark 44 Mod. 1, that were 40% higher than those of the successful United States tenderer. Deliveries were completed in 1965 at an estimated cost of \$7,962,000, or \$18,300 each, but the contract has not yet been settled.

The decision to procure the torpedoes from a Canadian manufacturer appears to have been based mainly on:

- the fact that the manufacturer had had previous successful experience in manufacturing torpedoes;
- the possibility of sales to foreign governments; and
- the desire of the Canadian Government to provide employment and thereby prevent displacement of technical personnel.

Although the Department of Supply and Services, acting on behalf of the manufacturer, was successful in selling 80 of the same torpedoes to a foreign government, at an estimated cost of \$12,300 each, the foreign sale did not reduce the cost of the Canadian procurement.

This case is drawn to attention because the Economic Council of Canada, in its Interim Report on Competition Policy—July 1969, stated:

Unless a federally owned enterprise has been specifically charged by Parliament to act otherwise, its use of practices such as refusals to deal or discriminatory buying (for instance, giving arbitrary preferences to domestic suppliers) should be subjected to the same tests in respect of efficiency as those appropriate for private enterprises. In cases where expenditures of federal government enterprises are scrutinized by Treasury Board and the Auditor General, the responsibility for ensuring that such enterprises do not engage in anticompetitive practices should be shared by these officials and the minister to whom the enterprise reports.

Subsequent purchases of later model torpedoes for the use of the Canadian Forces were made in the United States, primarily because of a large price differential which continued to exist.



A further point is the similarity between the reasons for accepting the greater cost of procuring the torpedoes in Canada and the objectives of Defence Production Vote 10 of 1962-63, and corresponding votes in subsequent years, which provided:

For the establishment of production capacity and for capital assistance for the construction, acquisition, extension or improvement of capital equipment or works by private contractors engaged in defence contracts, or by Crown plants operated on a management-fee basis, or by Crown Companies under direction of the Minister of Defence Production, subject to the approval of Treasury Board.

It is not clear why the appropriations of the Department of National Defence should bear the cost of achieving these objectives. The premium that appears to have been paid for these torpedoes was substantially more than the unexpended funds in the Defence Production votes during the period of the contract and to that extent represented unauthorized supplementation of these votes.

**113. *Hydrofoil development program.*** In last year's Report (paragraph 127) we drew attention to the cost of the hydrofoil development program. This program is for the development of an anti-submarine-warfare hydrofoil craft of some 200 tons capable of operating at high speeds in the open ocean. The anticipated cost of the program, as estimated in January 1968, was \$50 million.

By September 1969, \$48.5 million had been expended, an increase of \$3 million during the preceding twelve months. This expenditure did not include pay of the crew and other Service personnel, the cost of materials supplied from stores, Service equipment utilized and departmental supervision directly associated with the work, although the principle of including such costs, recommended by the Public Accounts Committee, was accepted by the Department of National Defence in 1961.

In its Fourth Report 1968-69 presented to the House on June 20, 1969 the Public Accounts Committee expressed concern that the Treasury Board had not been provided with a proper estimate of the probable overall cost of the project at the time initial approval was sought and urged the Treasury Board to investigate cases where it subsequently becomes apparent that proper estimates were not provided. The Committee found that a good deal of money was expended on research which was a duplication of efforts in other countries and felt that greater reliance on the experience of other countries could have effected large economies in the program. It questioned the decisions, before the ship was proved, to complete the hydrofoil to the extent of the inclusion of messing facilities, bunks and cabin furniture, to acquire \$10 million worth of fighting equipment and to purchase certain other equipment rather than rent it. The Committee expressed amazement on learning that in developing the prototype hydrofoil no patents had been taken out and noted a lack of initiative in selling to other countries equipment developed during the project.

The circumstances surrounding a fire in the engine room of the ship on November 5, 1966 were thoroughly investigated by the Committee both in Ottawa and aboard



ship. The Committee concluded that the fire, which cost the Crown \$6.5 million, occurred because of negligence by the prime contractor, and strongly urged that in future major development or construction the company or companies involved be required to insure against damage resulting from their own negligence.

The ship, commissioned as H.M.C.S. Bras d'Or in July 1968, underwent foil-borne trials during the summer of 1969. While we understand it performed satisfactorily, a segment of the main foil developed cracks and must be replaced. In December 1969 the Treasury Board approved further expenditure of \$2.2 million mainly for operation and maintenance, including the cost of the replacement of the main foil segment which the Department has estimated at \$450,000.

In approving the increase, which brought the anticipated cost of the program to \$52.2 million, the Board directed that in order to obtain more realistic costs for development projects, all operating and maintenance costs, as well as any contingency expenditures, be charged to the hydrofoil project, and that this costing principle be extended to all other current and future development projects.

Additional increases in the cost of the program to provide for the installation of fighting equipment are to be considered by the Department and the Treasury Board after further sea trials.

**114.** *Cost of developing navigation and flight control equipment which proved unsatisfactory.* In our 1968 Report (paragraph 129) we drew attention to the substantial escalation in the cost of acquiring improved aircraft navigation and flight control systems. We noted that while the estimated cost increased from \$9.7 million to \$16.5 million and the expected year of completion lapsed from 1967 to 1970, the total number of aircraft to be fitted decreased from 76 of four types to 32 of one type. In explaining the cost increases the Department of National Defence stated *inter alia* that:

system integration and development was more extensive and took much longer than originally anticipated. The original estimate was prepared before the full impact of the development required was appreciated and hence was understated.

In April 1968 the Department supplied an aircraft to be fitted with the system in order to evaluate its performance. By December 1968, data accumulated indicated that the system was incapable of providing the required accuracy and this was confirmed by further evaluations in April and May 1969.

These evaluations led the Department of National Defence to request the Department of Supply and Services to terminate the program and this was done in August 1969.

The total cost of the program, including estimated termination payments of \$1.2 million, is now estimated at \$14.5 million of which \$12.6 million was paid out to March 31, 1969. The Department anticipates that components valued at \$4.4 million can be utilized in other aircraft programs and in the event they are so used the non-productive expenditure for unusable equipment will be about \$10.1 million.

**115. *Restigouche Class destroyer conversion program.*** In our 1968 Report (paragraph 128) we referred to the decision made by the Department of National Defence, because of budget restraints, to defer a program of conversion of seven Restigouche Class destroyers and a later decision to proceed with the conversion of only four of them. In February 1969 the Treasury Board approved the reduced program at a cost of \$49.7 million.

The conversion of the first ship was scheduled in three phases, two of which have now been completed in the naval dockyard at Halifax. The second ship is being converted in the naval dockyard at Esquimalt and Canadian shipyards have been invited to submit tenders for the two remaining ship conversions. The expected completion date of the overall program is September 1971.

Following the decision in March 1968 to convert four rather than seven ships, the Department of Supply and Services proceeded to amend the contracts to reduce wherever practical the quantity of equipment and material which it had ordered for the original program.

By March 31, 1969 contracts which still provided for the requirements of all seven ships totalled \$12.6 million. The Department of National Defence estimated at that time that material amounting to \$4.3 million was surplus to known requirements. We are informed that most of this material will be used if a proposed conversion of the Mackenzie Class destroyers is approved. Failing this, the material will be retained for future ship conversions and refits or as spares. Consequently, we are unable to estimate what portion will be disposed of as surplus or the extent of the eventual loss.

**116. *Cost of unused sewage-treatment units.*** In October 1966 the Department of Supply and Services entered into a contract at an estimated cost of \$224,000 for the supply of eight sewage-treatment units that were to be installed in four ships coming into service with the Canadian Forces.

In March 1968 the Department of National Defence decided, in order to keep the ships within acceptable weight limits, that the sewage-treatment units would not be installed. In April 1968 the Department of Supply and Services was so advised and issued a stop-work order.

After unsuccessful attempts to find buyers for the units, two of which had been completed while the other six were in various stages of construction, a notice of termination was given to the contractor in September 1968 with instructions to complete only the drawings and instruction books. The contractor was later instructed to dispose of the tooling and the materials, components, etc., for the six incomplete units, which he did. In July 1969, after a further unsuccessful effort to find a buyer for the completed units, they were sold as scrap. The total proceeds on disposal amounted to \$5,000. The net cost to the Crown was \$169,000 which may be regarded as non-productive.



**117. Defective aero engine components.** In April 1967 the Department of Supply and Services entered into a contract for the repair and overhaul of military aero engines and components. Following their overhaul, 42 engines which had been delivered to the Department of National Defence were returned to the contractor because replacement counterweight pins used in their overhaul were suspected of being defective due to improper case hardening. The suspicion arose during a routine field servicing of one of the engines which showed metal particles in the oil filters. A resultant overhaul in August 1967 established that the counterweight pins were defective.

The defective pins had been procured by the contractor from a surplus aero engine parts dealer in the United States regarded by the Department as a reliable source of supply. The dealer's shipping documents stamped by the United States Government quality assurance representatives and a trade mark on the pins considered to be that of the engine manufacturer led both the National Defence representatives at the contractor's plant and the contractor to assume that the dealer and the United States Department of Defense had performed the necessary quality inspections. However, tests of the case hardness on a grit blast area of the pins had not been made because the dealer felt that the tests on such a surface would not be reliable.

The total cost to the Crown for replacing defective pins in the 42 engines amounted to \$103,000, the work being completed during 1968-69. Under the terms of the contract the contractor was required to replace at his own expense any part or material included in the work which became defective at any time within six months from the date of delivery, or 100 hours of operation of the engine, whichever occurred first. By the time the defect became apparent in August 1967, 29 of the engines had been in service in excess of 100 hours, so the contractor could not be held responsible for the expense of replacing the defective pins in these engines. The contractor made an offer of \$32,000 to cover the cost of replacing the pins in 13 of the engines which had either not been put into use or had less than 100 hours of operation. This amount was accepted by the Department of Supply and Services thus reducing the cost to the Crown for the reworked engines to \$71,000.

This non-productive expenditure can be attributed to the weakness in inspection procedures, and to the short warranty period of 100 hours for engines with a "life expectancy" of 1,600 hours between major overhauls.

**118. Non-productive expenditures—Canadian Forces Station Masset, B.C.** In June 1967 Defence Construction (1951) Limited awarded a contract for topographical and soils investigations which were required before proceeding with the construction of administrative buildings and housing units at this Station. The scope of the contractor's work was gradually increased bringing the cost of the contract to \$183,000, including \$4,000 paid for the partly completed design of a water-treatment plant that was abandoned when it was determined that a plant of much larger capacity would be required.

In July 1967 the Company awarded another contract in the amount of \$470,000 to prepare the operations site, which provided for the clearance of trees and brush,



removal of the soil and its replacement to a specified level with compacted sand. The work, which was completed to the satisfaction of the Company, included an extra \$8,000 for the construction of a "sand fence" consisting of stumps placed as a windbreak which was required because strong winds caused continual drifting of sand from the site. To further protect the site the contractor offered at the time to substitute heavy beach gravel for the top layer of sand-fill which he was required to place on the site in accordance with the contract specifications. We are informed that this offer was declined because the Department of National Defence did not think such a change in the specifications was necessary.

Unfortunately the fence did not prevent the sand from drifting, the erosion being so extensive that the average surface level fell to approximately one foot below the required level. Therefore the Department of Supply and Services was requested by the Department of National Defence to arrange a contract for replacement. This contract, awarded at a cost of \$139,000, specified the use of sand stabilized by a top layer of heavy beach gravel. We are informed that this work would not have been necessary if the specification change had been accepted when proposed by the contractor, therefore the expenditure of \$139,000 may be considered non-productive.

In February 1968, after the receipt of tenders for the construction of the operations building, the Department of National Defence requested the Company to ask the lowest tenderer if he would agree to extend by 39 days the basic 60-day period allowed for the Crown's acceptance of his tender to provide the Department with sufficient time to reconsider the entire program in view of a substantial escalation in the cost of the electronic equipment which the Department intended to install at the Station. The tenderer agreed to the request on the condition that his tender price would be increased by \$38,000. On completion of its review the Department decided to proceed with the project; consequently, the contract was awarded at a cost of \$1,766,000, including the non-productive increase of \$38,000.

**119. Construction of H.M.C.S. Provider.** The Special Committee on Defence, a predecessor of the present Standing Committee on External Affairs and National Defence, was appointed by the House of Commons in June 1963 to study the general problem of Canadian defence. In its Fourth Report to the House on October 1, 1964, the Committee stated in respect of the operational support ship H.M.C.S. Provider that: "There have been mechanical and contractual problems with this ship... [which] should be investigated by the Committee when it studies procurement practices".

During its subsequent review of the procurement practices of the Department of Supply and Services the Committee considered the relevant construction contract which was entered into by letter of intent of August 1960 at a tendered price of \$11,041,000. As it was the first major contract in the history of naval shipbuilding in Canada awarded on a competitive firm-price basis, the Committee gave special attention to the reasons for the increase in construction costs to \$17.2 million, the latest estimate at that time. The Committee learned that this was mainly due to: the exclusion of sales

tax, \$1.6 million, from the tendered price; subsequent changes in materiel requirements and design, \$2.5 million; and escalation of labour and material costs as provided for in the contract, \$1.3 million. The Committee was also informed that the increase included an estimated \$776,000 to cover an outstanding claim of \$700,000 by the contractor for extra costs and \$76,000 to cover residual improvements and modifications being made to the vessel.

To avoid the additional costs and inconvenience of the winter freeze-up, the Department of National Defence had accepted the ship in late November 1963 and moved it from the contractor's shipyard to the naval dockyard at Halifax. The Department was aware that the ship was incapable of performing all the functions for which it had been designed but anticipated that the cost of improvements and modifications would be less if completed by the dockyard. The cost of this work, as estimated by the Department of National Defence in 1965, was \$789,000, an increase of \$713,000 over the follow-on contracts of \$76,000.

The contractor's outstanding claim of \$700,000 for extra costs was settled in March 1969 by allowing him an additional lump sum of \$382,000 for design changes and extra work, and \$24,000 for non-productive costs associated with delays caused by departmental tests. These allowances brought the recorded cost of the ship to \$17.6 million. However, this figure does not include departmental costs such as galley and laundry equipment, communications facilities, life-boats, etc.

The problems experienced in completing the ship could be attributed primarily to:

- (a) entry into a contractual arrangement before the requirements for the ship were adequately defined and the specifications adequately prepared;
- (b) directing the contractor to proceed with construction as proposed in his tender which in some respects did not conform with the specifications which the Navy had prepared;
- (c) failure to replace the original letter of intent with a detailed contract until construction had proceeded for almost two years.

**120. *Latent defects in dress caps purchased for the Canadian Forces.*** Between 1964 and 1966 the Department of Supply and Services awarded contracts to a manufacturer to supply 55,000 dress caps to the Department of National Defence at a cost of \$262,000.

Before deliveries under these contracts were completed, the Department became aware that the peaks of some of the caps held in stock at several bases had rippled or bubbled and, after checking all stock on hand, found some 4,000 with this defect. The defect was attributed to incompatibility of two adhesives used to join three plies of material in the peaks which the manufacturer had purchased to incorporate into the caps. The Department concluded that over a period of time a chemical action had taken place between the adhesives, resulting in the defective condition of the caps. Although all caps had been inspected by the Quality Assurance Branch of the Department before their acceptance and delivery, the manufacturer agreed to replace the peaks at no cost to the Crown.



In December 1967 the new peaks, which the manufacturer had purchased from a different source, were also found to be unsatisfactory. Subsequent tests of the peaks by the Quality Assurance Branch indicated that there was no evidence of departure from specification requirements and the specifications, which did not refer to the use of any adhesives between plies, were amended in April 1968 to provide that in future a "suitable flexible adhesive" would be used.

Because of the "flaw" in the specifications, the manufacturer was reimbursed \$15,000 in January 1969 to cover the non-productive cost of replacing the peaks on the 4,000 defective caps which he had supplied and for 11,000 peaks which he could not use following the change in the specifications.

Later in the year the Department discovered rippled and bubbled peaks on a further 5,000 of the dress caps which had cost \$25,000. These caps are being declared surplus to departmental requirements.

**121. *Inadequate accounting, Vancouver and Churchill Harbours.*** In our reports to management for the past two years, we have drawn attention to inadequacies in accounting practices at various harbours and elevators. These inadequacies have involved us in a considerable amount of accounting work assisting the Departmental Services Officer and the local accounting officers, so as to enable the National Harbours Board to submit its audited financial statements to the Minister within the three-month period required by section 85(3) of the Financial Administration Act.

Our examinations of the accounts of the individual harbours for 1968 disclosed particularly unsatisfactory situations at the Vancouver and Churchill Harbours.

VANCOUVER HARBOUR. Weaknesses in the accounting and control procedures had resulted in: duplicate payments of suppliers' invoices; payments of suppliers' invoices without the approval of an authorized officer of the Board; failure to invoice lessees for rentals, due to the lack of certain records in the harbour office; errors in billing for rentals to customers; billings to customers for the use of the Board's Colby cranes on Ballantyne Pier at the rate of \$3 per hour instead of the tariff rate of \$6 per hour; errors in the billings for dockage at the Pier; delays of up to three months in invoicing terminal charges for outward shipments passing over the Board's docks; and expenditures charged to incorrect accounts due to improper coding.

Following previous examinations we had drawn the Board's attention to payments being made prior to proper approval, errors with respect to dockage and crane billings at Ballantyne Pier, and delays in invoicing terminal shipments. However, there was no significant improvement.

CHURCHILL HARBOUR. The accounting records were found to be so unsatisfactory that before the financial statements for the year could be prepared a considerable amount of accounting work, which should have been done by the Board's accounting officers, had to be done by our auditors. Approximately twelve man-days were spent balancing the books, determining adjusting journal entries, establishing amounts of certain accounts receivable, aging accounts receivable, and calculating depreciation on fixed assets.

Our review of the accounts receivable and of confirmations sent to us by certain debtors revealed that there was a lack of follow-up on the collection of the outstanding accounts.



Employees were not being paid at regular two-week intervals, sometimes being paid in advance and sometimes in arrears, vacation pay was not identified and several deductions from pay were grouped together in one total. This lack of a firm pay procedure could result in overpayments remaining undetected.

We were advised that the unsatisfactory state of the accounting records at Churchill Harbour was due to staff turnover, the lengthy illness of one employee and the problem of obtaining suitably qualified personnel as replacements.

We have recommended that steps be taken to improve the accounting and internal control procedures, that the Board keep its accounting up-to-date, and that a firm timetable for year-end reporting be established and strictly adhered to.

**122. Documentation not completed.** For a number of years, in our reports to management, we have drawn attention to instances of failure of the National Harbours Board to require the completion of the necessary legal formalities before permitting assets of the Board to be used by others. Such failures sometimes result in non-collection of revenue from customers or in litigation. Examples are:

1. THE ABSENCE OF A WRITTEN AGREEMENT FOR THE EASEMENT FOR A NATURAL GAS PIPELINE ON THE JACQUES CARTIER BRIDGE, MONTREAL, QUE. In 1959 the Quebec Natural Gas Corporation was granted an easement for a 20-inch natural gas pipeline over the Jacques Cartier Bridge before a rental rate had been agreed to. The parties have been unable to reach agreement on the rent to be paid and litigation is now pending through which the Board is seeking to collect \$574,000.
2. THE ABSENCE OF A LEASE WITH AN OIL COMPANY FOR THE RENTAL OF SPACE, ST. JOHN'S HARBOUR, NFLD. The Board permitted an oil company to occupy Pier 17, St. John's Harbour, in August 1965. No lease was executed and subsequently a dispute arose between the parties as to the rent to be paid. The Board alleged that an "agreement" had been reached with the company that the rental "would be basically fifty cents per square foot". The company contended that many interpretations could be placed on the Board's correspondence dealing with the rent to be charged and thus it was bound to pay only what in its opinion was a fair and reasonable sum in respect of use and occupancy. At December 31, 1968 the Board's records showed rentals receivable from the company in the sum of \$47,000 while the company contends that a fair rental has been paid and denies any further liability to the Board. The matter is being pursued by the Board's legal counsel.
3. THE ABSENCE OF A LEASE WITH A SHIPPING COMPANY FOR THE RENTAL OF SPACE, ST. JOHN'S HARBOUR, NFLD. A lease with a shipping company for the occupancy of a transit shed at St. John's Harbour expired on December 31, 1964 and five years later a new lease is still under negotiation. The Board's records show that rental of \$42,000 was paid for 1965 and an amount of \$51,144 was due from the lessee comprising:

1966 rental.....	\$ 42,000
1967 rental.....	75,000
1968 rental.....	75,000
Various trading accounts dating back to 1965.....	33,644
	<hr/>
	225,644
Less payment on account.....	174,500
	<hr/>
	\$ 51,144
	<hr/>

The lessee denies being indebted to the Board for anything other than minor adjustments and, at the date of our examination, was pressing to have the new lease completed.

4. THE ABSENCE OF A WRITTEN JOINT VENTURE AGREEMENT FOR THE OPERATION OF GRAIN ELEVATORS, SAINT JOHN, N.B. A joint venture with a subsidiary of a railway company, for the operation of the grain elevators at Saint John, has existed since January 1, 1967 without the benefit of a written agreement. The Board's share of the profits for 1967 and 1968 as computed by the other party in the venture amounted to \$52,000 and \$21,000. These amounts have been taken into account by the Board but in the absence of a formal agreement they could not be verified.
5. THE ABSENCE OF A CONTRACT FOR THE SALE OF NO. 3 ELEVATOR, VANCOUVER, B.C. In 1964 the Board began negotiations for the sale of its No. 3 Elevator at Vancouver to the lessee, the agreed effective date of the sale being August 1, 1965. Although the negotiations had not been concluded, the Governor in Council in December 1966 authorized the Board to sell the Elevator for \$3,531,600 payable in 30 annual instalments of \$117,720 together with interest from August 1, 1965 at 5½% per annum. At December 31, 1967 an agreement for sale had not been executed but the Board nevertheless recorded the sale of the Elevator in its books. Rental payments made by the lessee during the period August 1, 1965 to December 31, 1967 were reclassified as being instalments of the purchase price and interest. During 1968 payments made by the purchaser were identified as being payments of principal and interest. The agreement for sale has still not been executed and the title to the Elevator is still registered in the name of the Board.
6. THE ABSENCE OF A CONTRACT FOR THE SALE OF NO. 1 ELEVATOR, VANCOUVER, B.C. On September 11, 1967 the lessee of the No. 1 Elevator at Vancouver made an offer to purchase the Elevator for \$6,500,000. On December 15, 1967 the Governor in Council authorized the Board to sell the Elevator to its lessee together with "the benefit of the contracts already awarded by the Board for repairs, new equipment, alterations and improvements". The sale price of \$6,500,000 was to be paid in 30 annual instalments with interest at 6½% per annum.

On December 31, 1967 the purchaser paid an amount of \$600,000 and the Board recorded in its books the sale of the Elevator as of that date. Since that time the purchaser has been making monthly payments of principal and interest. Although there has been a continuous exchange of correspondence between the purchaser and the Board, the terms of the sale have not yet been agreed upon; consequently, no agreement for sale has been executed and the title to the Elevator is still registered in the name of the Board.

7. THE ABSENCE OF WRITTEN LEASES WITH PRIVATE OPERATORS FOR THE OPERATION OF CERTAIN PIER FACILITIES, VANCOUVER, B.C. On September 30, 1968, with the approval of the Governor in Council, the Board leased the facilities at Ballantyne, Centennial and Lapointe Piers, Vancouver Harbour, to private operators. Rent in excess of \$1 million at graduated rates based on volume has been collected but leases have not yet been executed.

**123. *Ex gratia* payment to a firm of management consultants.** A firm of management consultants submitted a proposal in June 1966 to conduct a study of the organization and personnel in the engineering establishments of the National Harbours Board and of certain other matters affecting Board operations at an estimated maximum fee of \$55,900 plus travel expenses of \$6,000. The proposal was based on a study plan for a six-month period and stated that, in the event more or less time was required for



professional services, the amount of the maximum fee would be adjusted accordingly. On August 24, 1966 the Governor in Council authorized the Board to enter into a contract with the consultants for \$68,400, including an amount of \$6,500 for travel and \$6,000 for contingencies. On August 29, 1966 the Board notified the consultants to this effect.

Payments to the consultants reached the authorized amount by February 28, 1967 but they had not completed their work and asked for an extension of time and approval for an additional expenditure of \$7,000. These requests were granted and subsequently approved by the Governor in Council on April 13, 1967. The consultants used the additional funds authorized and without approval accumulated additional charges of \$38,000 up to the time the final volume of their report was submitted on May 13, 1968. The National Harbours Board refused payment of the account saying:

The terms of reference were not altered or amended during the course of the study and any departure from the original terms of reference by the consultants is considered to have been made without formal approval. I am directed to advise you that there is no evidence at hand which could be construed as an acceptance on the part of the [National Harbours] Board to enlarge your original mandate.

The consultants appealed to the Minister and the matter was reviewed by the Treasury Board whose findings were as follows:

Unfortunately, contractual documents are unusually incomplete. The price proposed by the consultants is vague but not quite so vague as the acceptance by the [National Harbours] Board. Consequently, the pricing basis is susceptible of two conflicting interpretations and it can only be concluded that negotiation of a price has never been initiated and therefore the contract is in effect on a price to be negotiated basis.

An *ex gratia* payment of \$29,000 was made to the consultants in February 1969.

Eighteen months after receipt of the final report, the consultants' recommendations had not been implemented or even approved by the National Harbours Board.

**124. Treatment of sick mariners.** Part V of the Canada Shipping Act, *R.S., c.29*, provides that a levy, based on registered tonnage, shall be collected on all ships arriving in ports on the east coast extending inland to Montreal, on the west coast and on Hudson Bay or James Bay. The Act also provides for voluntary payment of the levy by fishing vessels registered in Canada. The payment of the levy in respect of a vessel establishes entitlement to free medical, surgical or other treatment for any sick mariner employed on board and belonging to the ship. Treatment is provided at clinics staffed by medical officers of the Department of National Health and Welfare, in designated hospitals, or by designated port physicians on a fee for service basis.

The expenditures made under the provisions of the Act are paid out of moneys appropriated annually by Parliament, while collections of the levy are classified as revenue and are credited to the Consolidated Revenue Fund. Prior to 1942 total levies collected were sufficient to offset costs but since then substantial annual deficits have been experienced. The bulk of these deficits are attributable to fishing and coastal vessels, some of which pay only the minimum levy of \$2 per annum for which as many as seven



crewmen are able to receive free medical services. There has been a steady rise in the cost of services, not matched by compensating adjustments in the rate of levy which has remained the same since 1921. The following is a comparison of the expenditure and revenue for the past two years:

	Year ended March 31	
	1969	1968
Expenditure.....	\$ 1,255,000	\$ 1,198,000
Revenue.....	783,000	732,000
Deficit.....	<u>\$ 472,000</u>	<u>\$ 466,000</u>

Not included is the estimated annual cost of \$25,000 for administrative services provided by the head office unit.

As far back as 1949 we reported that the statutory levy did not yield sufficient revenue to defray the cost of providing services to sick mariners and that this illustrated the consequence when legislation sets a fixed rather than a flexible scale of levy to recover the cost of a service. In 1962-63 the Royal Commission on Government Organization concluded from its findings that the services should be discontinued and recommended that Part V of the Canada Shipping Act be repealed. Last year (paragraph 138) we reported that departmental officials were currently considering amendments to Part V which would eliminate coverage provided to crew members of fishing and coastal vessels of Canadian registry. Almost all of them are Canadian residents and as such are covered for hospitalization under provincial hospital insurance plans supported by the Hospital Insurance and Diagnostic Services Act, 1957, *c.28*, and in the future are expected to be covered for medical care under provincial medical care insurance plans supported by the Medical Care Act, 1966-67, *c.64*, which came into effect on July 1, 1968. The Department proposed that the provisions of Part V would continue to apply to foreign ships and their crews. We expressed the opinion that although the amendments considered by the Department would go a long way towards remedying the situation, by eliminating the source of most of the deficits and avoiding duplication of coverage, the inclusion in the Canada Shipping Act of provision for adjusting the rate of levy whenever expenditures became substantially out of line with revenue merited consideration.

Bill C-10 covering proposed amendments to the provisions of the Canada Shipping Act relating to medical services for mariners, which was given first reading on October 29, 1969, indicates that a substantial change has taken place in the views of the Department. It is now proposed that, effective January 1, 1971, tonnage duties be collected only from fishing vessels of Canadian registry and only crew members of such vessels be entitled to medical services under Part V. Medical services are defined as services provided by a designated medical practitioner and include drugs administered by him but do not include any medical services to which a crew member is entitled under a provincial medical care insurance plan as defined in the Medical Care Act. Hospital services, to

which nearly all Canadians are now entitled under provincial hospital insurance plans, would not be provided under the amended Part V. The medical care of crew members of foreign-owned ships would be the direct responsibility of the owners after January 1, 1971 and tonnage duties would no longer be payable in respect of those ships.

Although it is anticipated that by January 1, 1971 most crew members of fishing vessels will be covered under provincial medical care insurance plans and expenditures for the medical care of fishermen pursuant to Part V will be greatly reduced, possibly to the point that they are covered by the tonnage duties collected, it still appears desirable to include in the Canada Shipping Act provision for adjusting the rate of levy whenever expenditure becomes substantially out of line with revenue, since the deficits in the past have been mainly attributable to the coverage of fishermen.

**125.** *Provincial payments to federal hospitals under the Hospital Insurance and Diagnostic Services Act.* Regulations approved by the Governor in Council under the provisions of the Hospital Insurance and Diagnostic Services Act, 1957, c.28, stipulate that:

The amounts payable by a province in respect of the cost of insured services provided by federal hospitals shall be determined on the basis of the amount that would have been paid by the province for such services to hospitals other than federal hospitals in that province that are comparable as regards size, facilities, standards of service and location.

The agreements that have been entered into with each of the provinces and the territories set out the manner in which the provinces will comply with the Regulations in the matter of reimbursing federal hospitals for the cost of providing insured services. Generally, federal hospitals are required to submit to the provincial hospital insurance authority the same returns and information, including budgets and audited financial statements, that are required from non-federal hospitals and they are also to be paid on the basis of approved audited costs. If a federal hospital is unable to provide the required returns it is to receive payments, usually expressed as a patient-day rate, calculated on the basis of the amounts paid to non-federal hospitals providing similar services. One province and the two territories pay at patient-day rates that have been negotiated between the hospital insurance authority and the appropriate federal authority.

Reference has been made in our Reports for the past five years (paragraph 139 in 1968) to our inability to determine whether the terms of the agreements with the various provinces under the Act, relating to payments to federal hospitals, were being observed in all cases. We stated that this stemmed in part from the fact that: accounting in many federal hospitals did not conform to the Canadian Hospital Accounting Manual which provides a basic accounting system for hospitals; accounting and medical records in some Indian hospitals were inadequate for the preparation of the financial returns required by the agreements with the provinces; and in some cases rates could not be determined by reference to comparable non-federal hospitals because of the specialized nature of many federal institutions.



Last year we reported that all hospitals of the Department of Veterans Affairs and ten of the fifteen hospitals of the Department of National Health and Welfare had introduced accounting systems based on the Canadian Hospital Accounting Manual. Of the remaining five hospitals, one had been later closed, the closing of two was being considered and the other two were very small. In view of this, the majority of federal hospitals should now be able to provide provincial hospital insurance plan authorities with all the information required to permit payment on the same basis as the non-federal hospitals and in accordance with the terms of the agreements.

Our examinations in the past year have shown that many of the hospitals of the Department of National Health and Welfare were experiencing difficulty in maintaining the new accounting system which had been introduced. In some hospitals postings of accounting records were almost two years in arrears with consequent delays in submissions to the provinces of returns and billings. The delays were due in most cases to the difficulty of recruiting and retaining adequate staff for the hospitals, many of which are in remote locations. Consequently, it is still not possible in many cases for us to determine whether the recoveries being made by these hospitals from the provinces are in accord with the terms of the agreements with the provinces.

**126. Hospital charges for Indians.** Reference was made in paragraph 140 of our 1968 Report to payment of \$63,000 to the Prince Albert Nursing Home for the accommodation of Indian patients undergoing medical treatment. Among the reasons given for treatment in the Nursing Home was shortage of beds in the two local hospitals. These patients were eligible for the benefits provided by the Saskatchewan Hospital Insurance Plan as the Federal Government was paying hospital tax to the Province (\$319,000 in 1967-68) in respect of them. However, as the Nursing Home was not recognized as a hospital by the Plan, the cost of accommodation was borne by the Department of National Health and Welfare.

This situation remained the same throughout the year during which the Department paid \$52,000 to the Nursing Home while \$296,000 was paid to the Province as hospital tax for Indians.

**127. Canada Assistance Plan—Unemployment Assistance.** The Public Accounts Committee in its Fourteenth Report 1966-67 asked the Auditor General to follow up and report to the House on the progress made in implementing the Canada Assistance Plan, 1966-67, c.45, and on the adequacy of this new comprehensive approach to social assistance in overcoming administrative weaknesses previously criticized.

Last year (paragraph 141) we reported the phasing out of contributions to the provinces under agreements pursuant to the Unemployment Assistance, Old Age Assistance, Blind Persons and Disabled Persons Acts consequent on the enactment of the Canada Assistance Plan. During 1968-69 this changeover continued and all provinces were making claims under the Plan, although two provinces continued to claim concurrently under the Unemployment Assistance Act, 1956, c.26, and all provinces under one or more of the three categorical programs. It is expected that ultimately all



contributions to the provinces towards the cost of social assistance will be made under the provisions of the Canada Assistance Plan.

The following summary of payments under each program shows the substantial increase over the past four years in claims under the Canada Assistance Plan and the corresponding decreases under the unemployment assistance and categorical programs. However, it should be noted that a substantial part of the decrease in the amounts claimed under the Old Age Assistance Act, *R.S., c.199*, which provides benefits for persons in need who are 65 years of age or over, reflects the year-by-year reduction from 70 to 65 in the eligible age for pensions under the Old Age Security Act, *R.S., c.200*.

	1969	Year ended March 31		1966
		1968	1967	
Canada Assistance Plan.....	\$ 256,806,000	\$ 225,611,000	\$ 10,496,000	\$ —
Disabled persons allowances.....	6,388,000	7,063,000	15,025,000	14,979,000
Old age assistance.....	3,370,000	8,896,000	19,696,000	26,942,000
Blind persons allowances.....	2,057,000	2,314,000	3,377,000	3,632,000
Unemployment assistance.....	1,049,000	6,122,000	143,272,000	101,707,000
	<u>12,864,000</u>	<u>24,395,000</u>	<u>181,370,000</u>	<u>147,260,000</u>
	<u>\$ 269,670,000</u>	<u>\$ 250,006,000</u>	<u>\$ 191,866,000</u>	<u>\$ 147,260,000</u>

We also reported last year that, although contributions by Canada under the Canada Assistance Plan became effective April 1, 1966 and the provinces received advance payments on claims submitted, statements of final costs certified by provincial authorities had not been submitted for the year 1966-67. This was attributable to difficulties the provinces were experiencing in adjusting the administration of their social assistance programs to take advantage of all the provisions of the Canada Assistance Plan. Because of this we had been able to make only a limited audit of the Plan and therefore were unable to assess the effectiveness of the new comprehensive approach to social assistance in overcoming the weaknesses in the administration of unemployment assistance reported in previous years.

Our examinations during the past year disclosed that some provinces were still having difficulty in adjusting their social assistance administration to the requirements of the Plan. At March 31, 1969 two provinces had not submitted statements of final costs for 1966-67 and six had not submitted final costs for 1967-68. Accordingly, our audit is still somewhat limited but examinations to date have not disclosed any serious weaknesses in administration.

**128. *Frauds in the Old Age Security Program.*** Under the provisions of the Old Age Security Act, *R.S., c.200*, a monthly pension is available to all persons attaining a certain age who meet the necessary requirements with respect to residence in Canada. The age at which the pension becomes available was initially 70 years but, since 1966, it has been progressively reduced on January 1 of each year until it reached 65 years on January 1, 1970.

For payment of these pensions, as well as family allowances, family assistance, youth allowances and guaranteed income supplement, the Department of National Health and Welfare has established regional offices in each of the provincial capitals. Annual payments in respect of these income security programs approximate \$2,200 million with monthly cheques being issued to almost five million individuals. It has been our practice to visit these regional offices at periodic intervals, placing particular emphasis in our examination on the control that is being exercised over payments under the various programs and supplementing this by necessarily limited tests of transactions. The Department is advised of the results of our examination and any necessary corrective action is taken.

A routine check by the Department of undelivered old age security cheques at one regional office resulted in an investigation which disclosed frauds involving approximately \$800,000, comprising payments to fictitious persons and to persons who did not qualify for pension either through age or residence. Recoveries of about \$200,000 had been made to December 31, 1969 and the investigation is continuing.

**129. Lack of authority to spend revenue from operations.** In paragraph 142 of our 1968 Report we referred to the practice of the National Research Council of Canada of supplementing its parliamentary appropriations with revenue derived from its operations without the required authority of Parliament.

When the Council was established in 1924 by the National Research Council Act, *R.S., c.239*, it was assumed that its activities would be financed by parliamentary appropriations and that moneys received by the Council for its services would be minimal. The Act did not give any specific direction concerning the treatment to be given to revenue earned by the Council. Section 13(e) did, however, empower the Council

to expend such sums of money as may be annually appropriated by Parliament for the work of the Council or that have been received by the Council through bequest, donation or otherwise.

By 1950, when the revenue of the Council from laboratory fees, sales of publications and other operations had risen substantially and was being used to augment the Council's appropriations, the scope and intent of section 13(e) of the Act became a matter of concern and it was referred to the Department of Justice. It was the opinion of the legal officers that the Council was not empowered to expend moneys received from its operations and that the moneys should be accounted for as general revenue of Canada. The section was amended in 1954 (*1953-54, c.42*) to enable the Council to expend any money "received by the Council through the conduct of its operations".

However, in 1966, section 13(e) was repealed (*1966-67, c.26*) and replaced by the following:

- (e) to expend, for the purpose of this Act, any money appropriated by Parliament for the work of the Council;
- (ea) to acquire any money, securities, or other property by gift, bequest, or otherwise, and to expend, administer or dispose of any such money, securities or other property subject to the terms, if any, upon which such money, securities, or other property is given, bequeathed or otherwise made available to the Council.

Although the Council was again subject to the restrictions that existed prior to 1954, it continued to supplement its appropriations with revenue from operations and applied revenues of \$5,600,000 for this purpose in 1968-69.

Appropriation Act No. 4, 1969, 1969-70, c.2, covering Supplementary Estimates (A), 1969-70, includes Treasury Board Vote 15a which, among other things, authorizes "the spending of revenues received by the Council in the conduct of its operations for the purposes of Treasury Board Votes 15, 20, 25 and 30". The National Research Council therefore has the necessary authority in 1969-70 to supplement its parliamentary appropriations with revenue derived from its operations.

**130. *Departmental practices which lack statutory sanction.*** In paragraphs 144, 145 and 146 of our 1968 Report we drew attention to ten practices of the Customs and Excise Division of the Department of National Revenue which lacked legislative sanction. These practices relate to:

- (a) refunds of customs duties on an estimated basis;
- (b) sales of goods unclaimed at Customs;
- (c) determination of "sale price" for sales tax purposes—see section 30 of the Excise Tax Act, *R.S., c. 100*; (See also Appendix 1, item 15.)
- (d) refunds of duty paid on goods diverted to use other than that for which they were imported;
- (e) operating bonded warehouses without the joint control of the licensee and excise officers—see section 51 of the Excise Act, *R.S., c.99*;
- (f) granting permission to distillers to replace bottled spirits broken in an in-bond case warehouse with duty-free spirits—see section 54(1) of the Excise Act;
- (g) granting permission to distillers to remove from their premises packages containing less than five gallons of spirits—see sections 157 and 162 of the Excise Act;
- (h) refunding duty paid on beer exported from the country although the advance notice of export is less than the required 48 hours—see section 175 of the Excise Act;
- (i) goods imported under invalid tourist exemption claims—see paragraph 145 of our 1968 Report; and
- (j) delay in collecting tax—see section 30 of the Excise Tax Act.

The Public Accounts Committee had considered the practices referred to in (b), (c) and (d) and, in its Eighth Report 1964-65 and its Fifth Report 1966-67, had recommended that they should receive statutory sanction. Also, in its Fifth Report 1966-67, the Committee expressed the opinion that:

a government department should not initiate or take any action that is not authorized by Parliament even though it contemplates that Parliament may eventually take action to provide that authority. It [the Committee] considers that the actions of government departments must be limited at all times to the legislative authority existing at the time the action is taken.



During the year, amendments (1968-69, c.18) to the Customs Act, *R.S., c.58*, gave statutory sanction to items (a), (b) and (d). Although there were no amendments to the Excise Act or to the Excise Tax Act, the other practices were carried on throughout the year.

An amendment to the Customs Tariff (1969-70, c.6) assented to December 19, 1969 includes tariff item 70312-1 which gives statutory sanction to item (i) by authorizing the use of an overall or composite rate of duty.

During the year the practice of permitting abatements for shrinkage by evaporation beyond 15 years in computation of duty on spirits was noted. This practice is contrary to section 137(1)(d)(ii) of the Excise Act.

**131. *Questionable interpretation of the Excise Tax Act with regard to instalment sales.*** In our 1968 Report (paragraph 151) attention was drawn to the application by the Customs and Excise Division of the Department of National Revenue, of section 30(1)(a)(ii) of the Excise Tax Act, *R.S., c.100*, when we referred to the removal of the sales tax on drugs effective September 1, 1967.

It is the Department's view that this section of the Act does not relate solely to the date on which the tax must be paid but that the tax is imposed on the date of payment at whatever rate may then be in effect. It is the Audit Office view that the intent of section 30(1)(a)(ii) is that tax imposed at the time of sale be paid proportionately at the time each of the instalments under the sales contract becomes payable.

If the Department's view is the correct one, then consideration should be given to the section as, in the event of an increase in the rate of sales tax or of the imposition of sales tax on goods not now subject thereto, a licensed manufacturer who is receiving instalment payments under sales contracts would be taxed an additional amount on sales which took place in the past.

**132. *Calculation of duties of excise on spirits distilled or brought into a distillery.*** In previous Reports (paragraph 153 in 1968) reference has been made to section 137(1) of the Excise Act, *R.S., c.99*, which defines five separate methods for the determination of duty on spirits and directs that the "method of computation which yields the greatest amount of revenue, shall, in all cases, be the one upon which the distiller shall pay the duty".

Only one of these methods provides for abatements of the duty on the spirits for shrinkage by evaporation while maturing and it is this method which is in use by the Department of National Revenue notwithstanding the fact that it does not yield "the greatest amount of revenue". The explanation given by the Department is that if this particular method was not chosen, the abatement provisions of the Act would be totally ineffective and it does not consider that this was intended by Parliament. However, the choice made by the Department has rendered completely ineffective the requirement that the method yielding the greatest amount of revenue is to be used.

Under the present wording of the legislation there is an annual shortfall of revenue in excess of \$50 million. If it is intended that such abatements be continued, we reiterate that the Act should be suitably amended.

**133. *Loss of revenue due to failure to ensure renewal of security bond.*** Section 35 of the Excise Tax Act, *R.S., c.100*, provides that a wholesaler granted a licence under Part VI of the Act shall give security of not more than \$25,000 and not less than \$2,000 to ensure that the wholesaler will render true returns of sales and pay any tax imposed by the Act upon such sales.

We noted an instance where the Customs and Excise Division of the Department of National Revenue received from a bonding company 60 days notice of cancellation of the \$25,000 bond of a licensee and from the licensee a request for cancellation of his licence because it had not been used for five months. The licensee, on learning that he must pay sales tax on his inventories, changed his mind and decided to continue to operate as a licensed wholesaler in addition to his operation as a manufacturer. However, the Department failed to ensure that the security bond was renewed.

Some nine months later the licensee went into voluntary liquidation and the ensuing audit resulted in an assessment for unpaid sales tax of \$24,000 on both the wholesale and manufacturing operations. The trustee is in the process of liquidating the assets of the licensee and it is not known whether or not some payment on the \$24,000 may be received. However, had a security bond been in effect some \$3,000, being the unpaid sales tax on the wholesale operation, would have been recovered from the bonding company.

**134. *Concessions made to motor vehicle manufacturers.*** In previous Reports (paragraph 148 in 1968) reference has been made to three programs which provide concessions for motor vehicle manufacturers. We stated that the procedures followed by the Customs and Excise Division of the Department of National Revenue in administering the concessions were not adequate to protect the revenue. We also stated that it was essential that the Department take steps to strengthen its administration of the programs to ensure that importers concerned do not benefit from concessions beyond those approved by the Governor in Council and that revenues due to the Crown are promptly collected. The situation remains the same and

- (a) there are still no records available showing the amount of customs duty involved or even the total value of the imports for which the manufacturer must account,
- (b) the Department does not always receive adequate information on which to assess the manufacturer's progress in meeting the conditions of the programs,
- (c) delay in verifying the manufacturers' records continues because of lack of sufficient pressure by the Department on the manufacturers to submit the required annual statements by the due date, and
- (d) departmental policy is to record the amount due from a manufacturer who fails to qualify for the exemption he has had only when the amount is finally determined rather than establishing an estimated amount as soon as it is known that an amount is receivable.



The situation at March 31, 1969 with respect to the programs referred to was as follows:

1. The British Commonwealth Content program is now of interest to the major vehicle manufacturers only with respect to vehicles not covered by the Motor Vehicles Tariff Order 1965 or in the event that they fail to meet the conditions of the Order and are required to pay duties and taxes on imports made under the Order on a duty-free basis.
2. The program under Order in Council P.C. 1963-1/1544 of October 22, 1963 was superseded in January 1965 by a new program under the Motor Vehicles Tariff Order 1965. The only transactions now taking place under the program are amendments to import entries dated prior to January 17, 1965. During the year, duties of \$1,321,000 were remitted under this program when manufacturers amended import entries with respect to certain parts imported duty-free under the program prior to January 17, 1965 and subsequently incorporated into vehicles which were exported. In such cases some importers amended the original entry by paying the duty and then claimed 99% drawback under the authority of section 275 of the Customs Act, *R.S., c. 58*. This provided for them an unused balance of Canadian content credit which was then used for purposes of seeking refunds on other duty-paid items.
3. The Motor Vehicles Tariff Order 1965 came into effect in January 1965. From inception of the program to March 31, 1969 duties, and taxes on duties, payable by vehicle manufacturers who had failed to meet the conditions of the Tariff Order or the conditions of similar Orders applicable to particular companies, amounted to an estimated \$108,691,000. Of this amount, \$108,530,000, which was payable by 14 companies, was remitted by the Governor in Council under section 22 of the Financial Administration Act. This remission (Order in Council P.C. 1969-172 of January 28, 1969) covered duties and taxes payable by vehicle manufacturers who had failed to meet the conditions of the Motor Vehicles Tariff Order during the years ended July 31, 1965, 1966, 1967 and 1968 but not for subsequent periods.

The balance of \$161,000 which has been reported by the Department as a contingent receivable on page 17.14 of Volume II of the Public Accounts for the year ended March 31, 1969 is owing by five vehicle manufacturers who did not qualify for remission under Order in Council P.C. 1969-172 of January 28, 1969. The reason that the Department has used the term "contingent receivable" is that it considered there was a possibility that the amount might also be remitted by the Governor in Council under section 22 of the Financial Administration Act. In fact, most of this amount has since been remitted.

In September 1969 it was determined by departmental audit that a vehicle manufacturer, reported last year as having failed to meet the conditions of the Tariff Order for the years ended July 31, 1966 and 1967, also failed for the year ended July 31, 1968. It was further determined that the company was qualified for remission under Order in Council P.C. 1969-172 with the result that estimated remissions to all companies under this Order in Council now exceed \$180 million. Of this amount, an estimated \$173 million is applicable to this one vehicle manufacturer.

Currently there are 38 vehicle manufacturers and approximately 500 parts manufacturers authorized to import under the Tariff Order. Sometimes parts so imported are diverted to use as replacements and when this happens the importer is required to submit an amending entry, paying the duty for which he would have been liable if the item had initially been imported under the appropriate tariff item. The Customs and



Excise Investigation Branch of the Department of National Revenue carries out audits to ensure that manufacturers account for these diversions and that amending entries are submitted promptly. Since the inception of the program in January 1965 the records of most vehicle manufacturers have been audited only once and only one-half of the 500 parts manufacturers have had their records audited.

Although paragraph 148 of our 1968 Report was examined by the Public Accounts Committee at three meetings in June 1969, no report thereon has yet been made to the House.

During the Public Accounts Committee meetings, particulars were provided to the Committee concerning remissions totalling an estimated \$80 million (subsequently increased to an estimated \$108 million) made under Order in Council P.C. 1969-172 of January 28, 1969. These remissions covered duties payable up to July 31, 1967 by vehicle manufacturers who had been established as having failed to meet the conditions of the Motor Vehicles Tariff Order 1965. Duties payable by vehicle manufacturers who had failed to meet the conditions of the Tariff Order in the production year ended July 31, 1968 totalled an estimated \$72 million and these were likewise remitted by the same Order in Council which, as mentioned previously, remitted duties payable by vehicle manufacturers who had failed to meet the conditions of the Tariff Order during the production periods ended July 31, 1965, 1966, 1967 and 1968. The remissions are now estimated to exceed \$180 million.

Three Departments have responsibilities with respect to the Motor Vehicles Tariff Order 1965. The primary responsibility rests with the Department of Industry, Trade and Commerce but the Tariff Order itself is a product of the Department of Finance, acting in consultation with the Department of Industry, Trade and Commerce. The Customs and Excise Division of the Department of National Revenue is responsible for the administration of the customs entries, for the determination of liability for customs duty, and for the collection of duties payable. It is this latter Department which we have criticized in previous Reports because of its failure to keep adequate records of customs duties payable and to collect the customs duties payable by vehicle manufacturers when they fail to meet the requirements of the Tariff Order.

Officials of all three Departments gave evidence before the Public Accounts Committee at its meetings on June 10, 12 and 17, 1969. From the evidence given, it is obvious that in determining whether or not a vehicle manufacturer has complied with the requirements of the Motor Vehicles Tariff Order 1965, the Department of Industry, Trade and Commerce and the Department of Finance follow criteria additional to those incorporated in the Tariff Order. The officials of these Departments, when testifying before the Committee, appeared to place greater emphasis on criteria which are not included in the Tariff Order than on certain criteria which are included.

The Customs and Excise Division of the Department of National Revenue, being aware of this situation and being faced with the sheer impracticality of collecting millions of dollars in customs duty several months after the end of a vehicle manufacturer's production year, should that manufacturer have failed to meet the conditions of the

Tariff Order, has had little enthusiasm for the precise determination of duties owing because of an impression that such duties would probably be remitted. Events to date have shown this impression to be amply justified.

The absence from the Tariff Order of many of the criteria established by the Department of Industry, Trade and Commerce and the Department of Finance for determining liability for duty has also led at least one vehicle manufacturer to believe that he was not required to meet the conditions of the Tariff Order to earn entitlement to duty-free treatment. It is therefore essential that the Motor Vehicles Tariff Order 1965 be amended to spell out all the criteria to be followed in determining liability for payment of duty.

As long as there are conditions to be met before a vehicle manufacturer qualifies for duty-free importation, it is essential that the administration of the Tariff Order be tightened up, that an adequate system of accounts be installed, and that information flow into the Department of National Revenue promptly. The Department should take and maintain the initiative in assessing and collecting taxes due the Crown and, if necessary, penalties should be imposed to ensure that the industry provides promptly the information required for settlement of the accounts. Alternatively, in order that the Crown be protected, we believe that all duties and taxes should be collected at the time of importation and that benefits or incentives provided should be made available to the vehicle manufacturers only when evidence is produced that the required conditions have been met.

**135.** *Remissions granted by the Governor in Council under section 22 of the Financial Administration Act.* Section 22 (1) of the Financial Administration Act provides that:

The Governor in Council, on the recommendation of the Treasury Board, whenever he considers it in the public interest, may remit any tax, fee or penalty

and subsection (8) requires that:

A statement of each remission of one thousand dollars or more granted under this section shall be reported to the House of Commons in the Public Accounts.

In accordance with this requirement, listings of remissions of one thousand dollars or more are included in Volume II of the Public Accounts. As in previous years, the majority of these remissions pertain to customs and excise duties and excise taxes administered by the Customs and Excise Division of the Department of National Revenue. The totals of the remissions with respect to this Division for which amounts appear in the Public Accounts, in each of the past five years, are as follows:

1964-65.....	\$ 40,520,000
1965-66.....	34,826,000
1966-67.....	30,134,000
1967-68.....	29,506,000
1968-69.....	197,308,000



In addition to the remissions for which amounts are shown, a number are granted where amounts involved are not accumulated or cannot be readily determined. In such cases, a narrative description of the remission is included in the Public Accounts.

The large increase in remissions in 1968-69 over the total for 1967-68 is mainly the result of remissions of \$108.5 million to motor vehicle manufacturers who failed to meet the terms of the Motor Vehicles Tariff Order 1965 (see paragraph 134 of this Report); an increase of \$30.4 million in remissions granted under the machinery program introduced by the Department of Industry, Trade and Commerce in December 1967 to enable Canadian industries to acquire capital equipment at the lowest possible cost; and an increase of \$26 million in remissions with respect to aircraft and parts used in international flights.

Remissions on goods or equipment imported into Canada on a temporary basis amounted to \$17.1 million in 1968-69 compared with \$12.7 million in 1967-68. The remissions reported for 1968-69 include remissions on articles still in Canada at March 31, 1969. This method of reporting is consistent with the requirement that remissions shall be reported when granted. Last year certain remissions were reported only when articles were exported.

In previous Reports (paragraph 150 in 1968) we stated that where the policy of the Governor in Council to remit duties on temporary imports is being followed consistently, it has the same effect as if statutory provision were made for importation on a duty-free basis, or on the basis of a pro-rated amount being assessed for each month the imported article remains in Canada. We suggest again that consideration be given to suitable amendments to the governing legislation in order to eliminate routine remissions.

Remissions of a continuing nature issued in prior years under which no benefits were obtained in the current year are not included in the listing of remissions for 1968-69. We reiterate the view expressed in our previous Reports that these remissions should be revoked once they have served their purpose and should not be left available for the benefit of future individual cases which might happen to qualify under them. Furthermore, in the interest of full disclosure to Parliament, unrevoked remissions of a continuing nature should be reported in the Public Accounts annually.

**136. Collection of underpaid excise duties.** We noted an irregular practice being followed at a distillery which resulted in non-payment of excise duty on deficiencies in excess of the legal allowances arising on dumping, blending and reducing operations. A subsequent investigation by the Customs and Excise Division of the Department of National Revenue confirmed our finding that the distillery had failed "to make a true and correct return and entry at the time and in the manner required" under section 92(a) of the Excise Act, *R.S., c.99*.

The Department suspected that the irregular practice may have been followed prior to April 1, 1967 but it was unable to substantiate this. It confirmed, however, that in the period April 1, 1967 to March 31, 1969 the irregular practice had resulted in a shortfall of excise duties totalling \$73,000. This amount has been recovered from the licensee and



the irregular practice discontinued. The resident excise officer in charge was suspended and has since retired.

We are informed by the Department that the procedure required by the Act is time-consuming and costly both to the Government and to the licensee and that consideration is being given to proposing an amendment to the Excise Act.

**137. *Examinations of Customs ports.*** During the year we made examinations at 34 of the 267 Customs ports operated by the Customs and Excise Division of the Department of National Revenue. As a result of these examinations the attention of the Department was drawn to weaknesses in internal control at a number of ports and to various irregularities, including the following matters which are of a recurring nature:

1. **RECORDING OF MAIL MATTER.** Each item requiring Customs entry is to be recorded on a duplicate prenumbered card (E14) which is used as a control over the parcels in the port and as an advice to the addressee. The duplicate of the card must be signed by the addressee and surrendered to Customs before the relative parcel is delivered. At 15 Customs ports there were instances where the cards bore no signature. In other instances the cards did not give a description of the goods, with the result that the correctness of the rate of duty collected could not be verified.
2. **SECURITY BONDS.** When importers wish to have goods released from Customs immediately and without completion of Customs entries or when they wish to pay duty with uncertified cheques, they must provide suitable security bonds or deposits. At five ports instances were noted where security had not been provided or was inadequate.
3. **SIGHT ENTRIES.** If the importer of any goods makes a declaration that he cannot, for want of full information, make perfect entry thereof, such goods may be landed on a bill of sight and the goods delivered to the importer on his depositing with the Collector an amount sufficient to pay the duties. Where a sight entry is not perfected within the time appointed by the Collector, the sight deposit is to be taken to account and a penalty, equal to the amount deposited, may be assessed. At three ports instances were noted where sight entries were not perfected promptly, no penalties were assessed and in two cases refunds were made.
4. **TEMPORARY IMPORTATIONS.** Upon receipt of an application for the temporary entry of articles, the Collector shall determine (a) whether security is to be given in respect of the customs duties and excise taxes payable on the article imported, (b) the amount of any such security, and (c) the period of time up to a maximum of twelve months that the article may be kept in Canada without payment of customs duties and excise taxes thereon. At four ports instances were noted where temporary admissions were not investigated promptly to determine if revenue was due to the Crown.

We have been informed by the Department that remedial action has been taken at all the ports examined.

**138. *Disposal of Crown-owned houses.*** In previous Reports (paragraph 154 in 1968) we referred to Crown-owned houses at Coutts, Alta., which were declared surplus by the Customs and Excise Division of the Department of National Revenue and sold by Crown Assets Disposal Corporation for less than one-third of their cost 12 years earlier. We stated that the price obtained for the properties may have been in line with current

values but a loss of the magnitude suffered by the Crown on these properties raised the question of the justification for the construction of the houses in the first place.

We noted last year that the Crown still owned ten properties at Coutts. During the year five of these houses, two of which had been vacant for 34 and 40 months, were declared surplus and sold by Crown Assets Disposal Corporation. These houses, which had been built in 1952 at a cost of \$72,000, were sold for a total of \$25,000 with three of the purchasers being officers of the Crown, two of whom were occupying the properties they bought.

Also during the year, five houses located at the border crossing some 15 miles from Boissevain, Man., were disposed of through Crown Assets Disposal Corporation. Four of these houses were built in 1954-55 at a cost of \$66,000. The fifth, built in 1928, was remodeled at a cost of over \$9,000 in 1955. These houses, which had all been built on land owned by the Province of Manitoba, were sold for approximately \$2,000 each and were removed from the site by the new owners.

In explaining to the Public Accounts Committee the earlier disposal of houses at the port of Coutts, officers of the Department stated that their decision to declare the houses surplus was based on a policy expressed by the Treasury Board in May 1964 that where government employees are no longer required to live at sites where there are government houses, "these dwellings are now surplus to requirements and they should be disposed of since the Crown has no business in competing with private landlords in the rental business and the costs of administration and maintenance often exceed the low rentals collected".

In its Fifth Report 1966-67 the Committee, referring to the policy, stated that:

The Committee does not consider that this policy directive contemplated or necessitated a 70% capital loss being taken by the Department. . . The Committee intends to pursue this matter with Crown Assets Disposal Corporation.

This matter is again brought to attention because the Crown experienced additional substantial capital losses during the year.

**139. *Computation of income for tax purposes.*** Section 17(3) of the Income Tax Act, R.S., c.148, states:

Where a taxpayer carrying on business in Canada has paid, or agreed to pay, to a non-resident person with whom he was not dealing at arm's length as price, rental, royalty or other payment for use or reproduction of any property, or as consideration for the carriage of goods or passengers or for other services, an amount greater than the amount . . . that would have been reasonable in the circumstances if the non-resident person and the taxpayer had been dealing at arm's length, the reasonable amount shall, for the purpose of computing the taxpayer's income from the business, be deemed to have been the amount that was paid or is payable therefor.

An instance was noted where the Department applied this section of the Act in the reassessment of a taxpayer for 1967. The result was an increase of \$629,000 in taxable income and an increase of \$288,000 in tax and interest payable.



Although the same situation had existed in prior years and section 46(4) of the Act makes provision for reassessment within a period of four years, no reassessment was made of the returns for those years.

**140. *Income tax owing by non-residents.*** In previous Reports (paragraph 157 in 1968) reference was made to the deletion from the accounts, with the approval of Parliament, of income taxes owed by taxpayers from whom collection could not be effected because they were no longer resident in Canada. During the year, Treasury Board Vote 6b, Appropriation Act No. 1, 1969, 1968-69, c.23, authorized the deletion from the accounts of certain debts due to the Crown aggregating \$7.3 million. Of this amount \$3.9 million represented income tax, of which \$366,500 was owing by 35 taxpayers from whom collection could not be effected because they are no longer resident in Canada. This is a continuing problem which is aggravated by the fact that a person emigrating from Canada is not required to obtain a tax clearance before departure, by the lack of any agreement with other countries for the collection of tax on a reciprocal basis, and by the apparent inability of any government to make use of the courts of another country for tax collection purposes.

The problem is not limited to persons who are non-residents of Canada, as it exists to some degree in the case of residents of Canada living near the United States border who are employed in the United States. Such persons are taxable in Canada on all their income whether earned in the United States or Canada, but collection becomes impossible if the taxpayer chooses to arrange his affairs in such a way that any assets which might be seized are kept in the United States.

Consideration should be given to the development of procedures designed to minimize the evasion of payment of income tax by persons leaving Canada or removing assets from Canada.

**141. *Income tax concessions to members of the Canadian Forces.*** In previous Reports (paragraph 158 in 1968) attention was drawn to two income tax concessions to members of the Canadian Forces. The first was that a serviceman, unlike a civilian taxpayer, receives the benefit of married exemption even though his wife's income exceeds \$1,250, and where his wife has an income between \$250 and \$1,250 in a taxation year he is not required to reduce his married exemption by the amount by which his wife's income exceeds \$250.

The situation remains the same. If the wives of only 1,000 of the 68,000 married servicemen on strength at March 31, 1969 have an income of \$1,250 or more, then the minimum annual loss to the Crown is equivalent to the income tax on \$1 million of taxable income.

The second concession referred to was a provision in the Regulations made pursuant to section 66(1) of the Income Tax Act, *R.S., c.148*, that no amount of tax is to be paid by a member of the Canadian Forces on amounts of pay and allowances payable to him in a taxation month in consequence of an upward adjustment in the month of his pay and allowance entitlements for a month.



We reported that the Crown suffered a loss of tax on \$2 million of taxable income for the month of October 1967 with respect to a pay increase commencing in that month. In the year under review a pay increase effective October 1, 1968 was not paid until November 1968 in which case there was no loss of tax to the Crown because the upward adjustment in pay was not paid until a subsequent month. However, we are of the opinion that the Regulations should be amended so that in future tax would be exigible in cases similar to that noted in last year's Report.

**142. *Insufficient penalty for late payment of income tax.*** In previous Reports (paragraph 160 in 1968) we drew attention to the substantial amounts of income tax remaining unpaid at March 31 of each year. We have suggested that the imposition of penalties for late payment over and above the 6% interest which is payable on taxes paid after the due date could be of material assistance to the Taxation Division of the Department of National Revenue in collecting its outstanding accounts.

The situation remains the same and unpaid income tax at March 31, 1969 amounted to \$277 million compared with \$278 million at March 31, 1968.

**143. *Second class mail.*** For the year ended March 31, 1969 the Post Office incurred an operating deficit of \$88.2 million compared with a deficit of \$67.2 million for the previous year. In arriving at these operating results, the Post Office has taken credit for the interest value of balances held in the Money Order Account and Post Office Savings Bank less interest allowed on Savings Bank accounts. (See paragraph 302 of Volume II of this Report.)

Of the deficit of \$88.2 million, \$41.1 million is attributed to the loss on the handling of mailings by publishers of newspapers and other periodicals (second class mail), an increase of \$3.6 million over the loss in the previous year.

The following figures show the estimated loss in handling second class mail in those years for which the loss has been calculated:

	Cost	Revenue	Loss
1956-57.....	\$ 25,200,000	\$ 6,300,000	\$ 18,900,000
1958-59.....	27,900,000	6,200,000	21,700,000
1961-62.....	32,700,000	8,000,000	24,700,000
1965-66.....	36,900,000	8,800,000	28,100,000
1966-67.....	43,000,000	9,200,000	33,800,000
1967-68.....	47,200,000	9,700,000	37,500,000
1968-69.....	51,400,000	10,300,000	41,100,000

The Public Accounts Committee has been considering this problem since 1958 and in its Fourth Report 1966-67 stated that:

It considers it essential that the Post Office Department or Parliament immediately find ways and means of covering the loss of the Post Office Department in handling second class mail without this being done at the expense of other classes of mail, keeping in mind, however, the need of assistance to small independently-owned newspapers circulating in rural areas. (See Appendix 1, item 1.)

Following upon this recommendation, second class rates were increased in stages effective April 1, 1969, October 1, 1969 and April 1, 1970, by an amendment, 1968-69, c.5, to the Post Office Act, R.S., c.212. The Postmaster General had informed the House that with no increase in rates, the loss on second class mail would increase to \$54.6 million in 1969-70. With the increased rates a deficit of \$41.25 million on second class mail was forecast for 1969-70.

**144. Collection of under-assessed postage.** In paragraph 163 of our 1968 Report, we referred to the complexity of the postage rates applicable to the various classes of mail handled by the Post Office and to the fact that postmasters sometimes charge an incorrect rate. When an undercharge is subsequently noted, a postmaster assesses the insufficient postage against the mailer and normally receives the revenue properly due.

We referred to a case where a newspaper publisher prevailed upon the postmaster at one of the smaller post offices to accept unaddressed copies of his newspaper at the second class postage rate rather than at the applicable higher third class householder rate. When the Post Office unsuccessfully attempted to obtain payment of the balance due, the Department of Justice expressed the opinion that the Postmaster General was not empowered to impose liability for postage due and that an action could not be maintained against the publisher.

Because of the complexity of the rates and the fact that the collection of postage is decentralized over hundreds of post offices throughout the country, it is inevitable that errors will occur. Since the effect on postal revenues could be serious if the Postmaster General lacks legal authority to enforce payment of the proper postage once the mail has been accepted, we suggested that consideration be given to suitable amendments to the Post Office Act, R.S., c.212, so that he can effectively carry out the provisions of the Act with respect to the assessment and collection of postal revenues. The situation remains unchanged.

**145. Losses from robberies at post offices.** Section 5(1)(s) of the Post Office Act, R.S., c.212, authorizes the Postmaster General to pay out of postal revenue losses resulting from fire, theft and forgery. Such charges have been increasing steadily over the years with the bulk of the losses attributable to robberies of post offices.

In 1968-69 the total of the losses charged to revenue was \$550,042 of which \$519,912 (\$39,905 in cash and \$480,007 in postal values) was attributable to 361 robberies of post office premises. This compares with a total of \$131,586 in 1964-65 of which \$88,141 represented losses in 163 robberies. Should postal values be destroyed before they can be used the loss is reduced to a nominal amount.

During the year the largest loss by robbery, \$26,662, was incurred at the Main Post Office, Windsor, Ont., where the thieves apparently had the combinations to both the vault and the money chest within the vault. Post Office security instructions require that vault combinations be restricted to a minimum number of employees and that they not be recorded anywhere on the premises. Unfortunately in this case the combinations had been left inscribed for years on the back of a drawer in the working area.



**146. Failure by government departments to make proper payments for postage.** The Post Office Act, *R.S., c.212*, requires that first class mail addressed to and mailed by government departments in Ottawa be carried free of charge by the Post Office. However, other postal services such as air mail, third and fourth class mail, registration and special delivery are to be paid for at the regular postal rates by the departments concerned. Prior to 1964, payment for these services was for the most part made by means of postage stamps specially marked for government use or by the use of postage meter machines.

In 1964, following a recommendation of the Royal Commission on Government Organization, the Treasury Board instituted a new procedure for the payment of postage by departments under which the departments were to estimate the postage on their mail for the ensuing year and to pay that amount in quarterly instalments to the Post Office. An adjustment was supposed to be made in the payment for the final quarter of the year to reflect any difference between the actual and the estimated quantities of mail.

There are 77 governmental units in Ottawa which have the privilege of mailing without the use of postage stamps and many of these mail from several locations. Departmental payments for postage during the year totalled some \$9.2 million. The Post Office suspects that some departments are not careful in estimating their postage or in keeping track of their mail in order to effect an adjustment in the final quarter of the year in the amount of postage paid. It is known that at least one department which keeps detailed mail records has not paid the full amount of the postage owing. The publications branch of this department paid only \$60,000 to the Post Office in 1968-69 although its detailed record of outgoing mail showed the proper amount to be over \$130,000. In the previous year this branch had incurred postage costs in excess of \$91,000 but had paid only \$45,000.

It is evident that the present procedures are not producing true mailing costs in the departments or true revenue figures for the Post Office. If accurate cost and revenue figures are to be obtained, it is essential that these procedures be substantially improved or replaced. Consideration should also be given to the elimination of the statutory free carriage of first class mail in order that the Post Office receive proper credit for all the service it provides and that departmental costs include all mailing costs.

**147. Purchase and resale of delivery vehicles.** For many years the transfer and delivery of most of the mail in the Montreal area has been carried out by one private contractor. In January 1969 the contractor, who had been beset by labour troubles, notified the Post Office that he would be unable to perform certain of the services for which he had contracted and asked to be relieved of his contractual obligations. The contractor's operations were then taken under administration by the Post Office. The arrangement was not satisfactory to the union representatives and there were further disruptions of the mail service. Accordingly, the Post Office decided to take over the services and on March 3, 1969 purchased the contractor's fleet of 243 vehicles at the appraised value of \$331,000. Payment was made from Communications Vote 15—Postal Services. At the same time, the Post Office was attempting to interest other contractors in this work and succeeded in locating a contractor who was willing to hire the former contractor's employees and to purchase the entire fleet for the price that the Post Office



had paid. The Post Office declared the vehicles surplus to requirements so that they could be sold to this contractor. On March 28, 1969, an agreement was entered into to sell the fleet for \$331,000 with \$250,000 to be paid immediately to the Crown Assets Disposal Corporation and the balance of \$81,000 to be paid on or before March 1, 1970, together with interest on the balance at the rate of 12% per annum.

The effect of these transactions has been that the Post Office appropriation has been charged in the year with \$331,000, representing the cost of the purchase of the vehicles, while the amount of \$250,000 received during the year, in respect of the sale of the same vehicles, has been included in the revenue of the Department of Supply and Services, the Department to which Crown Assets Disposal Corporation remits the proceeds of sales of Crown assets.

Provision is made both in section 97 (now section 57) of the Financial Administration Act and section 5(e) of the Surplus Crown Assets Act, *R.S., c.260*, whereby a department may, with the approval of the Governor in Council, dispose of Crown assets. If submissions had been made and approved under either of these sections, the \$250,000 received during the year on the sale of the vehicles could have been credited to the Post Office appropriation, thereby offsetting to that extent the amount that had been charged to the appropriation on acquisition of the vehicles.

**148.** *Allowance to land mail contractors for services not performed.* Because of the strike of postal employees during the period July 18 to August 8, 1968, some mail contractors were prevented from fulfilling the terms of their contracts for the pick-up and delivery of mail. Payments to the contractors for maintaining equipment and staff during the period of the stoppage of the mail service amounted to \$283,000 for which no services were rendered.

**149.** *Employment by personal service contract.* Under section 8 of the Public Service Employment Act, 1966-67, *c.71*, the Public Service Commission has, with certain exceptions, the exclusive authority to make appointments to or from within the Public Service of persons for whose appointment there is no authority in or under any other Act of Parliament. Furthermore, section 4 of the Government Contracts Regulations provides that "nothing in these Regulations authorizes the appointment or employment of any person as an officer, clerk or employee of Her Majesty".

In recent years it has been the practice of the Privy Council Office, with the approval of the Treasury Board, to staff task forces, secretariats, etc., and also to hire some of its employees by means of personal service contracts, without seeking the exemption which is provided by section 39 of the Public Service Employment Act.

These contracts generally stipulate that the contractor is not engaged as an employee or servant of Her Majesty. There is, however, a master-servant relationship in that the contractor is under supervision and is required to abide by the hours of work and other working conditions of public servants. These characteristics together with the nature of the work performed indicate that these persons should be appointed under the Act.

During 1967-68 and 1968-69 the following have been engaged by the Privy Council Office through personal service contracts:

Research assistants.....	46
Secretaries.....	26
Typists.....	15
Clerks.....	9
Messengers.....	8
Research officers.....	8
Stenographers.....	4
Technical assistants.....	4
Other.....	33
	<hr/>
	153
	<hr/>

The length of service covered by these contracts and renewals thereof varied considerably but some 33 persons were employed for one year or longer.

The personal service contract method of hiring employees circumvents the requirements of the Public Service Employment Act.

**150.** *Federal land and other assets occupied and used by the Province of Quebec in the Montreal-Longueuil area.* In our 1967 Report and again in 1968 (paragraph 171) reference was made to financial and legal problems encountered by Canada in respect of various federal lands and other assets occupied by the Province of Quebec in the Montreal-Longueuil area.

Last year we reported the decision that any negotiations with the Province should be preceded by the preparation of a complete inventory of land used by Canada in the area, and an assessment of what its future requirements were likely to be; that it was also considered essential to know the needs of all federal agencies, such as The St. Lawrence Seaway Authority and the Canadian National Railways, and of any claims by them against the provincial or municipal governments. We remarked that as all departments or agencies with problems in the Montreal-Longueuil area had either not reported fully or had made no report for purposes of the Central Real Property Inventory, due in some instances to a lack of knowledge of the extent of their holdings, it was evident that considerable time might elapse before the basic requirements which were to precede negotiations for settlement could be met.

The inventory is still incomplete. A more recent development, since the close of the 1968-69 fiscal year, has been steps, still in process, to meet with provincial officials to consider the problems and to arrange for an agenda to review and lay the groundwork for negotiations.

**151.** *Increasing accommodation rental costs.* In last year's Report (paragraph 172) we again pointed out that although the Royal Commission on Government Organization recommended that departments and agencies be charged for accommodation and real property services rendered to them by the Department of Public Works, this recommendation was not among those approved up to that time by the Government. We expressed the opinion that costs are likely to be higher than necessary as long as

the Department of Public Works must absorb rental costs out of its own parliamentary appropriations, while the ultimate choice of accommodation rests with client departments.

There was no change in this situation during 1968-69 but we are informed that it is now intended that the Department of Public Works commence charging for accommodation on April 1, 1971. To enable departments to make provision for the necessary funds in their 1971-72 budgets and program forecasts, they must be provided with basic space measurement and rental cost data by March 31, 1970. The Department is now working towards this end. At the same time it is giving consideration to the principles which will underlie the new procedure. Areas of particular concern involve space measurement and reporting, the determination of rental values, the advisability of having occupancies covered by agreements similar to leases used in normal commercial practice, and the question of whether the entire accommodation program should be financed from rental revenue.

The rental outlay of the Department of Public Works for the year was \$34,071,000, of which \$18,028,000 was for space in the national capital area and \$16,043,000 pertained to other areas in Canada and abroad. These figures indicate a continuation of the trend towards substantially higher costs, as may be seen from the following comparison of rental costs for the past four years:

	National capital area	Elsewhere	Total
1965-66.....	\$ 7,671,000	\$ 5,438,000	\$ 13,109,000
1966-67.....	10,301,000	6,847,000	17,148,000
1967-68.....	14,271,000	12,945,000	27,216,000
1968-69.....	18,028,000	16,043,000	34,071,000

A year ago we observed that the increase in costs reflected both higher rates and additional space requirements, and that in the Ottawa-Hull area, for instance, the 3,650,000 square feet of space under lease at March 31, 1967 had risen to 4,725,000 square feet by March 31, 1968. The records indicate a comparable figure of approximately 5,700,000 square feet as at March 31, 1969.

During the year a number of cases were noted of leased accommodation, obtained by the Department of Public Works for various departments and agencies, which was not fully utilized. The vacancies were attributed primarily to delays in completing staffing arrangements and to changes in space requirements. It was not possible to establish the extent to which the vacancies might not have occurred if in all instances the intended occupants had been required to meet costs from their own funds.

**152. Proposed rental not adjusted following discovery of space miscalculation.** In October 1967 the Department of Public Works obtained Treasury Board approval to lease the whole of an older building, which was to be completely refurbished, in the downtown area of Ottawa. The Board was informed that the premises would provide 29,046 square feet of space, at an annual rental of \$130,771 (or an average rate of \$4.50



per square foot) for a ten-year term. Before a lease was signed, it became apparent to the Department that the area involved was only 25,997 square feet. Executive authority was then obtained to pay the same rental for the smaller area, which resulted in an average rate of \$5.03 per square foot. The submission to the Treasury Board stated that "the rental structure thus presented, while less attractive than the terms as outlined in our original submission, is by no means unrealistic in the long-range view of this Department". The lease was executed in November 1968.

Despite the view taken in 1968 that a rental rate averaging \$5.03 per square foot was not unrealistic in the context of a long-range view, it is of interest that in 1969 a number of leases have been entered into involving large areas in new buildings in Ottawa for initial terms of ten years at rentals based on a rate of \$4.49 per square foot.

**153. *Eating facilities for Crown employees in public buildings.*** In our Reports for the past several years (1968, paragraph 173) we have pointed out that eating facilities for government employees in public buildings are subsidized to a considerable extent because no charge is made by the Department of Public Works for space, fixed kitchen and serving counter equipment, tables, chairs, utility costs, etc. We pointed out that the Royal Commission on Government Organization had commented that, although it is common practice in the private sector to provide meals to employees at less than cost, such subsidies are carefully costed for purposes of management control, and that, until the Department is in a position to isolate the cost of eating facilities, the extent to which cafeteria operations are subsidized cannot be determined and proper management control established.

There were no significant developments in connection with this matter during the year but in September 1969 the Treasury Board announced plans for a comprehensive review of policies and practices relating to the provision of eating facilities for Crown employees. We understand that a purpose of the review will be to determine the most feasible and practical administrative arrangements that will keep costs in line.

**154. *Cancellation of Northumberland Strait Crossing project.*** In 1956 the Province of Prince Edward Island asked the Federal Government to examine a proposal for the construction of a causeway across Northumberland Strait as an alternative to the existing ferry system. During the next several years studies were made which resulted in the conclusion that a permanent crossing involving a combination of causeway and bridges was feasible. Early in 1962 approval in principle was given to the Department of Public Works to proceed with the project, with the stipulation that a combined causeway-tunnel crossing to handle only road traffic be investigated.

Later in 1962 a consortium of consultants was engaged, at an estimated cost of \$4.7 million, to undertake preliminary engineering investigations, design, preparation of tender documents and supervision of construction of the crossing. The initial phase of their work was to be directed towards the preparation of a comprehensive report on all economically feasible possibilities for the project so that estimates of costs could be provided. Their investigations culminated in approval by the Government in July 1965 of

construction of a crossing for both rail and highway traffic by means of a combination causeway, bridge and tunnel complex, to permit marine traffic in the Strait. The estimate of cost at that time was \$148 million. Construction was started on approach roads in the Province of New Brunswick which would be required for both the subsequent construction operations and the crossing.

In late 1966 it was recognized that because of escalating construction costs, the cost of the project could increase to \$168 million based on 1966 costs or to \$204 million if the then current escalation trend of construction costs was to continue to 1972, the expected construction completion date. In addition, engineering supervision was then expected to amount to \$13 million.

When tenders were received in 1967 for the first phase of the causeway complex it was apparent that, if the spread between estimate and tender were projected to the balance of the project, the total cost would exceed \$300 million. This necessitated a complete review, the result being that the Department of Public Works concluded that a fixed crossing for two-lane highway traffic, convertible to four lanes at a future date, could be constructed for \$213 million. However, the adoption of this scheme would mean that ferries would have to continue to provide for rail traffic and that the crossing would be almost entirely a bridge.

After further consideration the project was cancelled officially in February 1969. In the meantime a substantial number of payments had been made for land required for the approaches to the proposed crossing and work had proceeded under a number of contracts for the construction of the approaches for both highway and railway traffic.

Costs incurred in connection with the project to March 31, 1969 may be summarized as follows:

Consultants—consortium.....	\$ 10,817,000
—others.....	519,000
Construction of approaches.....	4,998,000
Acquisition of land.....	422,000
Miscellaneous.....	188,000
	<hr/>
	\$ 16,944,000
	<hr/>

A termination budget prepared in June 1969 indicates the expectancy that a further \$2.3 million will be required to close out the project. The bulk of this relates to the consulting services. Although the agreement with the consortium was terminated following the decision not to proceed with the crossing, it was estimated that the winding up of their operations would require many weeks.

Although the crossing approach constructed in New Brunswick will not be used to any appreciable extent, the facilities in Prince Edward Island will be used to carry traffic to the ferry. The work that can be used has been valued at \$1.5 million.

**155.** *Partial development of port which lacks prospective users, Gros Cacouna, Que.* Local representations for a deep water, ice free, year-round port at Gros Cacouna, on the south shore of the St. Lawrence River near Rivière-du-Loup, began in 1956. Supporters



of the project contended that it would meet a requirement for the movement of pulpwood and other commodities to both foreign and domestic markets, and facilitate the marketing of agricultural products in the industrial communities on the north shore of the River.

Traffic prospects were examined in 1958 and 1959 by two different teams of economists and engineers of the Departments of Transport and Public Works. They concluded that foreseeable traffic would not warrant a major outlay for public deep water harbour facilities, although there might be a case for a harbour providing a depth of 20 feet.

Preliminary studies were made in 1960 for a 20-foot depth harbour but there was no important development before 1964 because negligible traffic offerings resulted in the subject being given a low priority from an economic point of view. In March 1964, however, the Treasury Board approved the establishment of a deep water, all-purpose harbour at Gros Cacouna at an estimated cost of \$6,900,000, and in November of that year a contract was awarded for the first phase of construction, involving two protecting breakwaters and an approach roadway, at a cost of \$3,865,000. (A non-productive payment of \$143,000 in connection with this contract is referred to in paragraph 158 of this Report.)

By November 1965 the contract for the first phase was more than 50% complete and consideration had to be given to the second phase, which was to include navigation dredging. It was then estimated that the cost of the overall project might approach \$9 million. As the trade which the harbour might eventually serve had not been established, the Department of Public Works faced a serious problem as it was difficult to design and schedule the construction of the facilities in a meaningful way. The Department felt that it was not in a position to proceed further on its own initiative, so in December 1965 it convened a meeting of representatives of a number of departments to discuss ways and means of developing the harbour.

In January 1966 a grain company expressed an interest in locating at Gros Cacouna, which led to entry by the Department of Transport in April 1967 into a lease with the company for the property on which it proposed to erect an elevator. The lease dated from April 1, 1966 for a term of three years at an annual rental of \$4,000 with provision for renewals for longer periods. The lease also provided that if the company failed to enter into a contract for the construction of an elevator before April 1, 1969, it could be cancelled by the Department of Transport. The Department took this action in March 1969 with the knowledge that the grain company did not intend to proceed with the construction of an elevator.

In the meantime, a contract for the second phase of the development, for the dredging of the harbour and approach channel, at an estimated cost of \$3,739,000, had been entered into by the Department of Public Works in January 1967. Prior to taking this step the Department had expressed misgivings to the Department of Transport about the proposed agreement with the grain company which it regarded as being in effect "an option by the company on a choice area in the harbour for a three-year period at an annual cost of less than \$4,000". The Department of Public Works suggested that the grain company



be required to give an undertaking that it would enter into a contract for the construction, or at least the design, of the elevator within a brief period following the award of the dredging contract but this suggestion was not acted upon by the Department of Transport.

Costs incurred for the Gros Cacouna harbour development to March 31, 1969, with some expenses still to be met, may be summarized as follows:

Construction, Phase I		
Contract.....	\$ 3,967,000	
Consultant.....	133,000	
		<hr/>
		\$ 4,100,000
Construction, Phase II		
Contract.....	4,292,000	
Consultant.....	134,000	
		<hr/>
		4,426,000
Site purchases.....		106,000
Miscellaneous.....		171,000
		<hr/>
		<u>\$ 8,803,000</u>

In September 1969 the Department of Transport responded to further representations respecting Gros Cacouna by stating that, as there were no prospective users, it seemed inadvisable to spend additional funds for the harbour at this time.

**156. Unused plans for National Defence Headquarters, Ottawa.** In 1964 the Department of Public Works engaged a firm of architects to design and prepare working drawings for, and to subsequently supervise the construction of, a headquarters building for the Department of National Defence at Ottawa. A fee of \$1,524,000, based on an estimated cost of \$33,100,000, was indicated.

In 1967, after the architects had produced preliminary drawings and an estimate of \$72,400,000 for the structure, the Treasury Board instructed that studies be undertaken with a view to reducing the cost. Following extensive re-planning, a revised estimate of \$49,800,000 was made early in 1968.

Further consideration led to the decision in February 1969 that the building should conform to a general purpose building concept developed by the Department of Public Works and that the cost was not to exceed \$34 million. As this meant the abandonment of the previous concept, it was evident that all working drawings developed by the architects would have to be discarded and the project redesigned.

Treasury Board authority was obtained to clear all existing financial obligations to the architects before they proceeded further with the work. Based on the estimate of \$49,800,000 made in 1968, a fee of \$2,277,000 would have resulted. The Department of Public Works calculated that the architects were entitled to \$1,002,000 of this amount as their work had progressed to the point where 60% of the working drawings had been completed. In addition they were paid \$165,000 for redesign and other services outside the basic scope of their contract, and \$14,000 for design concept studies of a combined garage and commercial development adjacent to the proposed building. Consequently, fees amounting to \$1,181,000 have been paid in connection with the abandoned concepts.

A new fee agreement negotiated with the architects for the general purpose building concept, dated August 11, 1969, provides for a lump sum fee of \$100,000 for preliminary redesign if completed and approved within six months of commencement. If this condition is met, and on the basis of a construction cost of \$34 million, the provision represents a saving of \$215,000 which can be regarded as the value salvaged from the work performed earlier at a cost of \$1,181,000.

**157. *Additional cost due to construction delays, Ottawa.*** In 1963 the Department of Public Works awarded a contract at a fixed price of \$9,843,000 for the construction of the Public Archives, National Library Building at Ottawa. The final cost was \$12,567,000 which included \$2,253,000 mainly for additional requirements and changes in space and design and \$471,000, reduced through negotiations from \$916,000, in settlement of a claim for construction delays.

The delay claim, mostly paid in 1968-69, stemmed from two basic causes. The first was the presence of rock faults. Although the original foundation design was based on information obtained from rock borings, the tests were limited because at the time the site was almost entirely covered by a frame building erected during World War II. They did, however, indicate the presence of minor faults in the rock bed, which led to the recommendation that additional borings be taken when excavation had been completed down to bed rock. Because these revealed serious rock faults which required further investigation and redesign of the foundation, the foundation work had to be stopped. In the settlement, agreement was reached on the basis of a delay of six months.

The second cause for delay was design changes. The building had been designed in 1957 and after construction was started in 1963 it became apparent that staff increases and technological advances in the interim made changes in design desirable. It was agreed by the Department that a total delay of two months had been experienced by the contractor as a result of the work stoppages which resulted.

Major elements involved in the delay settlement were equipment rentals, increased costs for labour and material, extra winter work costs, and job overhead.

Because of the extent to which they were later required to make changes in the original drawings and specifications, which had been largely completed by 1957, the consulting architects for the project were paid fees of \$60,900 in excess of the total fee of \$726,000 to which they would otherwise have been entitled.

**158. *Additional cost due to construction delay, Gros Cacouna, Que.*** In paragraph 155 of this Report reference is made to the cost of developing a deep water harbour at Gros Cacouna.

In November 1964 a contract was awarded at an estimated cost of \$3,865,000, based in part on fixed unit rates and estimated quantities, for Phase I of the development. The contract was for the construction of two breakwaters to form an enclosed harbour, a causeway, an access road and construction dredging. Although the work was completed in a prior year at a cost of \$3,815,000, two claims settled for \$152,000 during 1968-69 brought the final cost to \$3,967,000.

One of the claims, for \$616,000, related to delays in work performance because an outcrop of rock, which had not been indicated by the material communicated to the contractor for use in preparing his tender, was encountered during dredging operations. Lengthy negotiations led to a settlement of \$143,000 to cover the cost of the delays, it being accepted that the difference in soil conditions should be regarded as substantial in terms of the general conditions of the contract.

**159. *Cost of rectifying heating problem, Ottawa.*** Paragraph 180 of our 1968 Report referred to the construction of a headquarters building in Ottawa for the Department of National Health and Welfare at a cost of \$7,236,000. Included in that figure were amounts totalling \$23,500 for additional caulking and insulation to eliminate infiltration and exfiltration of air through the exterior walls, for rebalancing the heating system, and for the provision of additional radiant heating, to correct a heating problem which had given rise to complaints from the occupants of the building.

Difficulty continued to be experienced in keeping the structure adequately heated during the winter, a consequence being that it became necessary to send some employees home on extremely cold days. During the year the Department of Public Works arranged for remedial measures, largely involving additional sealing, caulking and insulating, at a cost of \$36,600.

As these steps produced satisfactory results, a contract was entered into for the draft-proofing of the remainder of the building at a cost of \$58,900. This brought to \$119,000 the expenditures made to solve the heating problem.

**160. *Cost of plans for project not proceeded with, Ottawa.*** In 1965 a firm of architects was retained by the Department of Public Works, on behalf of the National Research Council of Canada, to plan for and supervise the construction of a structures and materials laboratory at the National Aeronautical Establishment in the vicinity of the Ottawa International Airport. The estimated cost of the structure was in the \$2.5 to \$3 million range.

Later in 1965, on the basis of accepted design work, the architects informed the Department that their estimate of the construction cost was \$6,438,000. This was unacceptable to the National Research Council and the architects were instructed to make plans within the budgetary limitations. They were paid \$20,290 for services in connection with the abandoned scheme.

In October 1966 the architects estimated that a cost of \$3,753,000 would be incurred under the second scheme, and they were directed to proceed with the preparation of working drawings. However, late in 1967 the National Research Council informed the Department of Public Works that it was necessary to defer the project indefinitely because of a shortage of funds. The engagement of the architects was terminated and a final payment to them during 1968-69 brought the total cost of their services in connection with the second scheme for the project to \$101,200.

The extent, if any, to which value may be later derived from the planning performed at a total cost of over \$121,000 cannot be established at this time.



**161.** *Unused plans for laboratory facilities, St. John's, Nfld.* In 1966 and 1967, architects were engaged by the Department of Public Works to design and prepare working drawings and specifications for, and to supervise construction of, (a) a research laboratory for the then Department of Forestry and Rural Development, and (b) a laboratory for the Fisheries Research Board of Canada, both at St. John's. The two buildings were to be erected on adjacent sites forming part of the north campus of Memorial University.

Following the creation of the Department of Fisheries and Forestry, a review of the construction program for the new Ministry resulted in a decision in November 1968 that, from both an economic and research programming point of view, laboratory requirements would best be met by having a single complex at St. John's containing integrated accommodation for support and common services. Accordingly, the services of the consultants were terminated, with one of the firms being re-engaged for purposes of the new concept.

A total non-productive cost of \$50,200 was incurred as a result of payments to the architects for their work under the abandoned schemes. This is a net amount after making allowance for a credit of \$5,000, the value placed on an element of the original planning which can be used in connection with the new integrated project.

**162.** *Additional costs due to construction delays, Cowansville, Que.* Reference was made in our 1968 Report (paragraph 179) to additions to the cost of construction of a penal institution at Cowansville, mainly due to delays experienced by the contractor because of revisions made to plans and specifications as work progressed.

During 1968-69 the consulting architect who had been retained by the Department of Public Works to adapt plans and specifications and supervise construction of the institution also received payments resulting from delays. An amount of \$30,780 related to the cost of supervision incurred by the consultant for a period of nine months longer than originally contemplated. A second amount, \$11,430, represented additional fee entitlement because the cost of the work had been increased by the delay claim payment of \$261,000 to the contractor, on which we commented in 1968.

**163.** *Subsidization of irrigation projects.* In paragraph 59 of our 1968 Report we described the operations of three irrigation projects carried on under the Prairie Farm Rehabilitation Act, *R.S., c.214*, with the costs being provided for by annual parliamentary appropriations. For each project, details were given of the total capital and operating costs and the total revenues and, for each year of a five-year period, costs of administration, operation and maintenance were compared with revenues obtained from water charges.

During the year, the Prairie Farm Rehabilitation Administration continued to operate the projects and collected revenues at the same rates as in 1967-68 except in the case of five of the six irrigation areas in southwest Saskatchewan where the rate was

increased by twenty-five cents per irrigable acre. Expenditure and revenue for the year ended March 31, 1969 were as follows:

	Bow River irrigation project	St. Mary irrigation project	Irrigation areas in southwest Saskatch- ewan
Irrigable acres.....	120,000	300,000	25,000
Expenditure—			
Administration, operation and maintenance.....	\$ 1,164,000	\$ 288,000	\$ 314,000
Construction.....	363,000	82,000	—
	1,527,000	370,000	314,000
Revenue—			
Water charges.....	134,000	78,000	54,000
Other.....	191,000	2,000	47,000
	325,000	80,000	101,000
Excess of expenditure over revenue.....	\$ 1,202,000	\$ 290,000	\$ 213,000

Distribution of the water for the Bow River project and the areas in southwest Saskatchewan is made by the Administration whereas water for the St. Mary project is sold to the Province of Alberta for distribution.

**164. Inadequate management of motor vehicle operations.** With operations scattered over the Prairie Provinces, the Prairie Farm Rehabilitation Administration (PFRA) operates a large number of motor vehicles of all types. At April 1, 1968 the Administration owned 407 vehicles and during the year purchased 73 vehicles and traded in 66. The fleet of 94 passenger automobiles logged 1.2 million miles during the year and, in addition, employees were paid for 1.9 million miles of travel in their personally-owned automobiles.

Some of the automobiles operated by the Administration travelled relatively few miles during the year. One 1967 station wagon was not used at all from May 1968 to March 1969 and a new 1968 sedan delivered in June 1968 was idle until October 1968. Some of the Administration's automobiles at certain locations had travelled fewer miles in a year than had employees' privately-owned automobiles travelling out of the same locations and for which mileage allowances were paid.

These matters were discussed with management and we were informed that a motor vehicle study had recently been completed by the Administration and the resulting recommendations were being considered.

The study found a need for improved management of vehicle transportation and control of related expenditures. Some of the findings were:

1. The vehicle management function is decentralized to such a degree that effective control is difficult.

2. No documented policy or procedure statements exist to detail the method of obtaining an assigned vehicle, to establish criteria for such an assignment, to allocate vehicles to pools, or to establish the optimum number of vehicles in the pool. A variable, informal and unco-ordinated procedure is followed to locate and transfer spare vehicles between responsibility centres. No assessment is made to determine if a vehicle could be made available from the existing fleet before purchasing a new one.
3. Computer reports of operating costs are designed solely for the needs of the Government Motor Vehicle Committee and the Treasury Board, and are unsuited to Administration requirements. These reports are prepared in Ottawa once a year and are received by the Administration four to six months later. Without timely vehicle cost data, effective decisions cannot be taken. In an attempt to overcome this deficiency, a number of internal, localized costing systems are operated but with questionable accuracy.
4. Little control is exercised over the number of private vehicles used, the miles driven, or the availability of government vehicles as alternative transportation.
5. Truck-type vehicle operations were outside the scope of the project study. Random checks indicate that an analysis of the use of trucks and special-type vehicles would be profitable.

Because the findings of the motor vehicle study may have implications for other large government fleet operations and in view of the substantial increases in the private motor car mileage allowances that went into effect in June 1969, we believe that there is a demonstrated need for the Treasury Board to initiate studies into all aspects of motor vehicle management, including the use of personal automobiles, and to provide a more positive method of control than is possible under the present reporting system.

**165.** *Alterations to a public building, Regina, Sask.* In 1967 the Department of Public Works allotted additional space in a public building in Regina to the Prairie Farm Rehabilitation Administration. Alterations and renovations were required on several floors of the building but, as the Department had not provided any funds for this, the Administration undertook to do the work with its own forces and to charge the cost to its own program. The work was completed in the period December 1967 to June 1968 at a cost of \$74,000. The Administration also bore costs of \$6,000 in renovating offices in a privately-owned building to permit a government unit to move from the public building.

This represents an improper use by the Administration of manpower, materials and funds in an area which is clearly the responsibility of the Department of Public Works.

**166.** *Continued upkeep of facilities by the Maritime Marshland Rehabilitation Administration.* In our past three Reports (paragraph 96 in 1968) we referred to the substantial costs incurred under agreements entered into in 1949 with the Provinces of New Brunswick and Nova Scotia, pursuant to the Maritime Marshland Rehabilitation Act, *R.S., c.175*. We stated that although the provisions of the Act indicated that Parliament had intended the Provinces to assume responsibility for operation and maintenance of the works without undue delay upon completion, neither Province had been required to do so. Instead, arrangements had been made for Canada to continue meeting the upkeep costs until March 31, 1970.



During 1968-69, \$285,000 was expended for administration, operation and maintenance, and \$1,207,000 for construction of works, charged to Votes 1 and 5 of the Department of Regional Development. This brought the total expenditure on these facilities to \$26,517,000 from their inception to March 31, 1969.

We have been informed that as at March 31, 1969 the Province of Nova Scotia had assumed operational, but not financial, responsibility for 74 of 87 projects and the Province of New Brunswick for 38 of 39 projects.

**167. *Payment in advance of fulfilment of contract terms.*** In February 1967 the then Department of Forestry and Rural Development entered into a contract for the purchase of a drum scanning unit to be designed and manufactured to meet specifications of the Department, and the development of programming systems to process data from the scanning unit and other related sources. The equipment and services were required for purposes of the Canada Land Inventory, a project under the Agricultural and Rural Development Act (ARDA), 1960-61, c.30. (See also paragraph 180 of this Report.)

The contract provided for the payment of \$150,000 within 30 days following acceptance of the scanning unit by the Department. In the belief that acceptance of the unit was imminent, a cheque in the amount of \$185,000 was prepared early in April 1968 to cover its cost and additional programming expenses of \$35,000, the charge being to 1967-68 funds. However, the expectation was not realized and the cheque was not released, although the charge to the year was allowed to stand.

In November 1968 the cheque was tendered to the contractor on the understanding that the acceptance criteria would be met by the end of the following month. Although the scanner is in working order and meets most operational requirements of the Department of Regional Economic Expansion, it is still not completely acceptable. The errors made in connection with the transaction are ascribed by the Department to inadequate knowledge of government procedures on the part of those involved.

**168. *Financing of the Cape Breton Development Corporation.*** The Cape Breton Development Corporation was established on October 1, 1967 by the Cape Breton Development Corporation Act, 1967-68, c.6, for the purpose of broadening the base of the economy of Cape Breton Island. In meeting its responsibilities the Corporation is to promote and assist the financing and development of industry on the Island to provide employment outside the coal producing industry. Related steps are the acquisition of the interests of the major coal producer in the Sydney coalfield and reorganization and operation of the mines with a view to the rationalization of their coal production. This in turn is to be followed by the progressive withdrawal of the Corporation from such production in accordance with a plan which is to take into account progress in providing employment outside the coal producing industry.

The Act makes provision for the payment of working capital advances and capital and operating grants to the Corporation by the Minister of Finance on the requisition of the Corporation and the Minister of Regional Economic Expansion. In addition,

funds for operating purposes have been paid to the Corporation under parliamentary appropriations. At March 31, 1969 the Corporation was indebted to Canada in the amount of \$10 million for working capital advances. Payments other than working capital advances during the year were:

Statutory grants:

Capital purposes.....	\$ 10,407,000
Operating purposes.....	1,671,000
	<u>12,078,000</u>

Department of Regional Development appropriations:

Vote 35. Amount to be applied in payment of 1968 operating losses of coal mining and related works and undertakings, and grants in lieu of taxes to municipalities	17,100,000
Vote 40. Payments in respect of the rationalization and operation of the McBean Mine, etc.....	930,000
	<u>18,030,000</u>
	<u>\$ 30,108,000</u>

On March 28, 1968, under authority of section 9 of the Act, the Corporation acquired lands and personal property located on Cape Breton Island, and interests in land and personal property located under adjacent waters that constituted or formed part of the works and undertakings operated or carried on by Dominion Coal Company, Limited, Nova Scotia Steel and Coal Company, Limited, The Dominion Rolling Stock Company Limited, Sydney and Louisburg Railway Company, The Scotia Rolling Stock Company Limited and The Cumberland Railway Company. As is shown in the notes which form an integral part of the financial statements of the Corporation's Coal Division for the year ended December 31, 1968, the cost of acquisition, if any, to be paid by the Minister of Finance out of the Consolidated Revenue Fund, under authority of section 19 of the Act, has not yet been determined and no payments have been made.

A firm of chartered accountants appointed by the Governor in Council is the auditor of the Corporation.

**169. Joint auditing arrangements with respect to provincial corporations financed from federal funds.** Reference has been made in previous Reports (paragraph 115 in 1968) to the appointment of the Auditor General of Canada as joint auditor with various public accounting firms of provincial corporations formed to facilitate and promote research into the utilization and development of manpower resources. Costs of these corporations, which are incorporated under provincial legislation, are borne by Canada.

By agreement with the individual public accounting firms, the detailed examinations of the corporations are made by their staffs, with the Auditor General satisfying himself as to the adequacy and scope of the audit programs, reviewing the results of the examinations with the joint auditors and participating in the preparation of and the reporting on the financial statements at the close of the year. Under these arrangements the accounts and financial statements of Prince Edward Island NewStart Inc., Nova Scotia NewStart Inc., Saskatchewan NewStart Inc. and Alberta NewStart Inc. were examined and reported upon to the close of their fiscal years. In the case of Nova Scotia NewStart



Inc. and Alberta NewStart Inc., the examinations covered the year ended December 31, 1968, while the examinations of Prince Edward Island NewStart Inc. and Saskatchewan NewStart Inc. covered the 15-month period ended March 31, 1969.

During the periods examined Canada made available to the Corporations grants totalling \$3,375,000. The Corporations had other income of \$110,000 comprising mainly interest earnings on bank deposits and short-term investments. The Corporations spent approximately \$2,400,000 for operating costs and \$800,000 for land and buildings, automotive equipment, office furniture and equipment, training equipment and leasehold improvements.

The joint auditors' report on Saskatchewan NewStart Inc. drew attention to non-interest-bearing loans totalling \$12,200 to employees for the purchase of houses and an aeroplane, of which \$2,850 was outstanding at the year-end. According to legal advice subsequently obtained by the Corporation, it had not been given power to make such loans.

The attention of the Department of Forestry and Rural Development (now Regional Economic Expansion) was drawn to the large amounts of cash being made available to the Corporations prior to actual need. At the close of their fiscal periods a total of about \$750,000 was held by the four Corporations, either in the bank or in short-term investments. The Department agreed that it would be better financial practice to advance funds to each Corporation according to its cash requirements and a system of providing for periodic advances of funds in line with requirements was introduced.

**170. *Excessive charges for the supply of water to penitentiary, Cowansville, Que.*** In 1962 the Town of Cowansville agreed in principle to supply water to a penitentiary that was to be constructed in the vicinity and, for this purpose, to install at its own expense a ten-inch water main capable of delivering 300,000 gallons a day. The estimated cost of the main was \$65,000. The Town advised the Department of Public Works, which was responsible for negotiating an agreement, that the charge for the water would be 25 cents per 1,000 gallons, with a minimum charge of \$50 per day. The Department accepted the terms in principle but suggested that the minimum, which represented a daily usage of 200,000 gallons, not apply until construction of the penitentiary was completed. The Canadian Penitentiary Service agreed to the rate structure of 25 cents per 1,000 gallons but not to any definite term during which the rate would remain in force nor to the minimum daily charge. An agreement covering the arrangements was drawn up by the Town but it was not signed by the Penitentiary Service when questions arose as to the quality of the water being supplied.

For the period from the takeover of the institution, March 17, 1966, to March 31, 1969 the Penitentiary Service paid to the Town \$55,550 for water based on the minimum charge of \$50 per day, although consumption ranged from only 50,000 to 75,000 gallons per day in the summer months and from 30,000 to 50,000 gallons per day in the winter. The Town refused to renegotiate the terms for supplying water even though on a maximum consumption basis the amount payable in the summer would be only



\$18.75 per day and in the winter \$12.50 per day, and the rate established by by-law for residential and institutional users was 18 cents per 1,000 gallons. Furthermore, according to a legal opinion obtained by the Department of Public Works, no legally binding commitment to the Town had been made by the Crown. The Town contended that it had borrowed about \$750,000 for the improvement of the water supply, including the construction of an artificial lake, and that a factor in the financing arrangements was the yearly amount of \$18,250 (\$50 daily for 365 days) that the Town would receive from the Federal Government, commencing as soon as the water main was completed and water supply began. In May 1969 the Treasury Board approved entry into an agreement with the Town for the supply of water for a ten-year period commencing April 1, 1964, the date of completion of the water main, under the minimum charge conditions demanded by the Town.

The amount being paid for water at the institution is high both in relation to charges to other users and to consumption. Furthermore, the Penitentiary Service has found it necessary to install a chlorinator unit at a cost of \$8,300 due to the presence of duck excreta in the water.

**171. Subsidized rental accommodation, Drumheller, Alta.** To meet a shortage of suitable housing accommodation at reasonable cost for the staff of a new penitentiary being constructed three miles from the City of Drumheller, the Department of Public Works was authorized by the Treasury Board in May 1967 to enter into a leasing agreement with a contractor for 20 single houses and 30 apartment suites, which the contractor undertook to construct for the use of Canadian Penitentiary Service employees. The term of the lease is ten years with options to renew for two five-year periods. The Penitentiary Service pays an annual rent of \$92,000 for the accommodation, the monthly rents ranging from \$174 to \$185 for the houses and \$105 to \$150 for the apartments. Penitentiary employees occupying the houses and apartments are charged monthly rents considerably below these rates, based on the lower of either a percentage of salary (20% for houses and 25% for apartments) or the rates recommended by the Central Mortgage and Housing Corporation for the accommodation. In June 1967 the Treasury Board approved payments of rental subsidies by the Penitentiary Service for the difference between the rent paid the contractor and that recovered from employees, at an estimated cost of \$40,000 per annum.

Before deciding on the leasing arrangement and the subsidization of rents, a survey was made of housing available in Drumheller to determine whether there would likely be sufficient suitable accommodation at reasonable cost for penitentiary employees at the time required. A considerable number of new houses were under construction for sale in the \$16,000 to \$18,000 price range requiring monthly payments of between \$120 and \$135 for principal, interest and taxes, and it was understood that an individual was commencing construction of a 32-suite apartment block. However, the payments on these houses and the probable rents for the apartments were in excess of the amounts that many penitentiary employees were able or willing to pay. Since about 60% of the penitentiary staff would be new employees recruited from outside Drumheller and not

interested in buying a house until they were sure they had a permanent job and wanted to stay, the availability of houses for sale did not appear to be the solution for most of the staff.

As it appeared that all the housing requirements of the penitentiary employees would not be met by reliance on the open market, the Penitentiary Service concluded that subsidization in some form would be needed. Consideration was given to the construction or purchase of permanent or temporary housing but this was dismissed as undesirable mainly because it ran counter to the Penitentiary Service's policy of disposing of Crown-owned staff houses and vacating the housing field and would result in subsidization of rents over the life of the housing. It was decided that it would be preferable to provide subsidization over a limited period by contracting for accommodation on a build-lease basis, despite the realization that the proposed accommodation would be equivalent to or better than most in Drumheller and that there would be little incentive for penitentiary staff to vacate such accommodation if subsidized.

The new penitentiary, which has an authorized establishment of 220, opened with a staff of 138 on August 16, 1967 when the first inmates were received. By November 1969 the staff had grown to 172.

From the dates the accommodation became available for occupancy (houses on December 15, 1967 and apartments on March 15, 1968) to March 31, 1969, rent under the lease totalled \$106,000, of which \$44,000 was recovered from the employee-occupants, leaving \$62,000 as the amount of subsidization by the Canadian Penitentiary Service. The subsidization to March 31, 1969 would have been approximately \$15,000 less if 13 of the apartments, which had remained vacant since they became available, had been occupied by penitentiary staff.

**172. *Work performed by inmates for penitentiary officers.*** The Royal Commission on Government Organization expressed the view that where services are provided to an individual or business they should be charged for at rates designed to effect complete recovery of costs, unless the Governor in Council otherwise directs. In light of this, reference is made to a long-standing practice of the Canadian Penitentiary Service of permitting officers to have articles for their own use manufactured or repaired in the penitentiary shops. The officers are charged the laid-down cost of materials plus a handling charge of 10% and five cents per hour for inmate labour. These minimal rates have resulted in such charges, including material costs, as \$16.76 for a suit, \$1.77 for automobile transmission repairs and \$1.76 for the relining of brakes.

The rates being charged were established by penitentiary regulations in 1938, at which time inmates earned five cents per day. Since that time the amount that an inmate of a penitentiary can earn has risen substantially and now ranges from 35 to 65 cents per day. We advised the Penitentiary Service in 1964 that the amount being charged for officers' custom work merited review and we were informed that this was being done. Recent examinations have shown, however, that there has been no change in the price structure although since 1961 the amount being charged for inmate labour has not been sufficient to even recoup the amount being paid to them.



**173. Disposal of surplus forging facility.** In our 1968 Report (paragraph 80) we described the problems delaying the disposal of a forging facility which the Crown had acquired at a cost of about \$3.6 million. The facility comprised a 7,000-ton forging press and associated equipment, a building which houses the press and equipment, and the land on which the building was erected.

In January 1969 the Department of Supply and Services, with the approval of the Treasury Board, entered into an agreement with the company within whose premises the facility is located, to sell it to the company for the nominal consideration of two dollars.

A condition of the sale was that, should the company abandon operation of the facility within five years, it shall be offered for sale by open tender, with the purchaser required to remove it from its present site. In this event the Crown is to receive the net proceeds of sale decreased by 20% for each full year which has elapsed from the date of transfer to the date of abandonment. A further condition was that should the company decide to sell the facility, it shall first be offered to the Province of Nova Scotia for one dollar.

In the two years and ten months from March 1966, when the facility became surplus to requirements, to January 1969, when it was transferred to the company, the cost to the Crown for maintenance was about \$145,000.

**174. Unauthorized use of the Defence Production Revolving Fund.** In previous Reports (paragraph 82 in 1968) we drew attention to the improper practice of using the Defence Production Revolving Fund to finance the loan portion of the cost of purchasing machinery under the Defence Industry Modernization Program. Advances aggregating \$10.4 million had been made for this purpose to March 31, 1967.

Although the practice was discontinued in 1967-68, the Fund has not yet been reimbursed for the unauthorized advances. However, repayments totalling \$4.2 million have reduced the balance to \$6.2 million at March 31, 1969, as compared with \$8.5 million at the previous year-end.

**175. Shared costs under a research contract not verified.** In our 1968 Report (paragraph 84) we noted that the Audit Services Bureau of the Department of Supply and Services had reported that it was unable to verify a claim of \$49,000 for the Crown's share of the costs of a shared-cost research contract because the company which had done the work was unable to produce supporting accounting records relating to the period from inception of the work to January 1965, by which time the contract was 77% complete. The Bureau went even further and stated that if such records were available, an opinion on total costs could not be expressed because of the inadequacy of the internal control during the years 1962, 1963 and 1964. The Bureau had concluded that the audit of the remaining 23% of the contract would not be worthwhile.

Further action by the Department of Supply and Services resulted in the company advising the Department in October 1969 that it had located and assembled documents



which it believed would be sufficient for audit purposes. Accordingly the Bureau has been requested to make another attempt to audit the contract.

**176. Potential losses on Queen's Printer's publications held for sale.** The Queen's Printer's bulk publications store supplies the six Canadian Government bookshops located in the larger Canadian cities and is a source of supply for commercial bookshops. It contains about 50,000 titles and the stock on hand at March 31, 1969 was valued at about \$7 million retail.

In our 1968 Report (paragraph 165) we referred to the need for effective planning and pricing controls in the printing of government publications for sale or free distribution and described five instances where losses had resulted. The following are examples of the over-estimating of sales potential leading to excessive stocks on hand. These indicate the need to have procedures available for the timely introduction of promotional campaigns and price adjustments designed to recover the maximum amount from the sale of the publications and to keep storage costs at a minimum. The quantities shown do not include copies on hand in government bookshops.

1. Some 13,000 copies of *The Queen's Choice (A Story of Canada's Capital)* were printed for sale in 1961. At March 31, 1969 there remained 5,433 copies with a retail value of \$42,000. Since November 1967, only 473 copies have been ordered by sales outlets. The retail price of this book was increased from \$6.00 to \$7.75 in 1963.
2. The publication *Fishes of the Atlantic Coast of Canada* was printed in January 1967. Of the 4,800 copies printed, 3,705 remained on hand at March 31, 1969, with a retail value of \$31,000. Current shipments to sales outlets are averaging only 30 copies a month.
3. The publication *Rideau Hall, An Illustrated History of Government House, Ottawa* became available for sale in June 1967 with a press run of 8,000 copies and a sales price of \$12 a copy. At March 31, 1969 some 7,000 remained unsold.
4. The *Canada Law Reports* are periodicals covering proceedings of the Supreme and Exchequer Courts. Individual copies are priced for sale at \$1. However, the majority of sales are by subscription at an annual rate of \$10 for Law Societies and \$15 for others. Prior to 1968 the subscription rate for Law Societies was \$5 and in our 1967 Report attention was drawn to the losses resulting from a rate which did not cover the cost of printing. When the rate was increased some of the Law Societies did not renew subscriptions for their members but for some months the Reports continued to be printed in the quantities originally estimated for the year. As a result of the decline in paid subscriptions, some 73,000 copies of the Reports remained on hand at March 31, 1969, the majority being for the 1968 subscription year. There is little demand for back numbers.
5. The National Museums of Canada publication *Flora of Manitoba* is a 600-page volume which was printed in 1957. The number of copies printed is not known but a 1965 record of a physical count shows 1,283 copies on hand. At March 31, 1969 some 1,150 copies, priced at \$6.50 each, remained in the bulk store.
6. During 1965 and 1966 stocks of photographic slides with such titles as *Egypt, Paintings from Tombs and Temples* and *Toulouse Lautrec* were purchased from European sources. At March 31, 1969, 8,913 sets of slides with a retail value of \$38,000 were on hand. Since November 1967, only 161 sets have been requisitioned by sales outlets.

7. In 1967, 1,600 sets of slides, *Canada's Parliament*, were purchased for sale in the Parliament Buildings. Some 1,500 sets having a retail value of \$9,000 remained on hand at March 31, 1969.

In last year's Report (paragraph 308) we commented on the substantial stock of National Gallery painting reproductions on hand in the bulk store, valued in excess of \$200,000 retail, and estimated to be sufficient to meet sales requirements for the next ten years. No accurate record of 1968-69 sales is available, but the inventory records showed that most of this stock remained unsold at the year-end. The Queen's Printer substantially reduced the prices of overstocked reproduction titles in the final months of 1968-69 and has reported increased shipments to sales outlets since April 1, 1969.

**177. *Public Printing and Stationery revolving fund.*** In our 1968 Report (paragraph 167) we drew attention to this revolving fund which is used to pay for the printing of publications by commercial printers. We pointed out that a payment from the revolving fund is closely followed by reimbursement from the ordering department and suggested that this duplication of the paying process could be eliminated if suppliers' invoices, after being approved by the Queen's Printer, were paid directly from departmental appropriations instead of from the revolving fund, thereby reducing the administrative costs. There has been no change in the operation of the revolving fund.

**178. *Errors in salary payments by the Central Pay Office.*** The Department of Supply and Services is responsible for the verification of pertinent data in personnel documentation and the compilation and calculation of the pay of the majority of federal public servants. Some 160,000 persons are paid through the Department's Central Pay Office in Ottawa and some 80,000 by various other paying offices of the Department.

Our test examinations at the Central Pay Office have until recently indicated that the systems and procedures in use have been operating in a satisfactory manner. However, with the advent of collective bargaining and the resulting increase in the workload of the Central Pay Office, the error rate in implementing the tremendous number of retroactive salary revisions rose to an unacceptable level. The Pay Office has been unable to cope with the increased workload and a heavy backlog has developed, which in itself added further to the workload because of implementing payroll changes retroactively instead of currently.

The increased workload will probably continue and it seems essential that the development of the more automated system, which is now being planned, be speeded up in order to take advantage of the full potential of computer techniques as soon as possible.

We understand that the introduction of an internal audit completely divorced from the Pay Office routine is under consideration. In view of the situation presently existing, this internal audit should be introduced without delay.



**179. Errors in Public Service Superannuation Account pension and contribution calculations.** In our Reports to the House for the past eight years (paragraph 91 in 1968) we have pointed out that our annual test audit of the superannuation accounts has disclosed a high incidence of error in the pension and contribution calculations. Since 1959 we have been recommending that the Superannuation Branch, when determining annuities to be paid, should verify contributions made in relation to salary earned and documents on file. This procedure would lead to the correction of errors made during the period of service and reduce the possibility of error in calculating the annuity.

In several of its reports the Public Accounts Committee has recorded its concern that this matter was taking so long to be corrected. In June 1966 the Deputy Minister of Services appeared before the Committee and its Seventh Report 1966-67 noted that "immediate steps were being taken to provide that the internal auditing procedures of the Superannuation Branch include an examination of the employee's contributions in relation to his salary and the documents on file along the lines recommended by the Auditor General". The Committee also recorded its understanding that "the introduction of this particular check should eliminate the majority of the errors" and requested the Auditor General to continue to keep it fully informed on this matter. (See Appendix 1, item 8.)

The procedures designed to correct the situation had not been effectively implemented and the incidence of error disclosed by our 1968-69 test audit was higher than in 1967-68. The procedures did not achieve the desired results primarily because the salary, service and contributions information relied upon in carrying out the verification includes estimated figures. A computer program introduced on April 1, 1969 now identifies differences between subsequent payments and the related estimates so that necessary adjustments can be made.

**180. Misleading text of vote.** Supply and Services Vote 16b, 1968-69, reads:

Reimbursement of the Central Data Processing Service Bureau Working Capital Advance for a portion of the Bureau's operating loss incurred during fiscal year 1967-68 and to authorize the transfer of \$128,599 from Supply and Services Vote 5, Appropriation Act No. 4, 1968 for the purposes of this Vote.

In 1967-68 the Central Data Processing Service Bureau was requested to reserve some 1,039 hours of computer time in large blocks for data processing during the period September 1967 to March 1968 in respect of a project under the Agricultural and Rural Development Act (ARDA), 1960-61, c.30, relating to the Canada Land Inventory. (See also paragraph 167 of this Report.) The workload of the Bureau's only computer was then near maximum capacity so, because of this request and other lesser demands, the Bureau rented a second computer. However, less than one-half the time requested for this project was used so that the Bureau lost \$128,600 in potential revenue. This appropriation was obtained to reimburse the Bureau for the lost revenue.

In our opinion, the wording of the Vote is misleading in that it omits relevant facts and states that the Bureau incurred an operating loss in 1967-68. In fact, the Bureau



realized an operating profit of \$2,411 in 1967-68 over and above the \$128,600 provided by the Vote. Furthermore, as the only reason for obtaining a special appropriation in this way is to avoid the necessity of increasing the Bureau's charges for work subsequently done for other departments, this appropriation should have been requested under Regional Development so that the cost would be included with other costs incurred under the Act.

**181. *Accounting for revenue.*** Transport Vote 30, which provided for administration, operation and maintenance costs of Air Services, also authorized the spending of revenue up to an amount of \$38,741,000.

At major airports the Department operates public car parking lots which are managed by agents who are under contract. Although there are differences in the bases of compensation for these services, most contracts provide for the payment of actual labour costs, within specified limits, plus a management fee. Revenue from these operations is deposited intact to the credit of the Receiver General while operating expenses and the management fee are paid by cheque drawn on the Receiver General.

The accounting procedures followed with respect to the revenue and expenditure arising from these operations include the temporary accumulation of the revenue in suspense accounts. During the year the remuneration of \$519,000 paid to the agents at nine airports was recorded as a charge to these accounts. The same procedure was followed with respect to an outlay of \$34,000 at one airport for parking lot equipment and modifications to the associated office building. In the same manner a fee of \$46,000 for the management and operation of roomette and conference room facilities at another airport was met from rental income.

The result of these costs being charged to the suspense accounts, to which associated revenue had been credited, instead of being included in the expenditure totals was that the expenditure for the year was understated and the year's revenue total was also understated because it reflected only the net revenue after the expenses referred to had been deducted. This accounting procedure cannot be considered as satisfactory as it not only resulted in the understatement of both the year's revenue and expenditure but also permitted the spending authority to be exceeded without this being apparent. If the revenue and expenditure had been recorded on a gross rather than a net basis, the expenditure from Vote 30 would be shown as exceeding by \$13,000 the amount made available by appropriation.

**182. *Deferment of legislation intended to meet recommendation of the Public Accounts Committee.*** In our 1965 Report we referred to the cost incurred by the Crown in removing the threat to waterfowl, marine life and coastal property caused by the presence of a sunken oil-laden barge in Howe Sound, B.C. We stated that it was our understanding that consideration was being given by the Department of Transport to recommending legislation to place the financial responsibility on the owners for the removal of a wreck or its cargo in such circumstances.

In its Eighth Report 1966-67 the Public Accounts Committee recommended that the Department take immediate steps to introduce the necessary legislation. Last year (paragraph 5) we reported that legislation then before Parliament would, if passed, implement this recommendation. The reference was to a provision in Bill S-23, An Act to amend the Canada Shipping Act, which was introduced in the Senate in December 1968.

In January 1969 the Senate referred the Bill to its Standing Committee on Transport and Communications. Strong representations were made to the Committee by shipping interests, recommending that action on a clause intended to meet the recommendation of the Public Accounts Committee be deferred, pending the outcome of deliberations by an intergovernmental organization which were expected to result in international agreement on the subject in November 1969. As a result, in March 1969, the Senate Committee deleted the provision from the Bill. A representative of the Minister of Transport informed the Senate Committee that the Department regarded this action as merely a deferment of the provision and not its final rejection.

International agreement was not reached on this particular matter and we understand the Department will again be recommending legislation with respect to financial responsibility for the removal of a wreck or its cargo which is a threat to waterfowl, marine life or coastal property. (See Appendix 1, item 28.)

**183. *Indirect subsidy for replacement of municipally-owned ferry vessel, Prince Rupert, B.C.*** In 1962 the Department of Transport was authorized to enter into an agreement, effective August 16, 1961, with the City of Prince Rupert, under which the City would operate a departmental vessel to provide a ferry service for departmental employees between the City and the airport on nearby Digby Island. This agreement has since been extended for successive two-year terms.

Initially the agreement provided for payments at the rate of \$12,000 per annum to the City. However, it was agreed that if in any year the operation of the departmental vessel, and one owned and operated by the City in the same service, jointly produced a surplus, the City was to pay the surplus, up to the amount of \$12,000, to the Department. The City agreed to provide annually a financial statement prepared by an independent auditor relating to the operation of the two vessels. Effective August 16, 1965 the payments to the City were increased to \$26,000 per annum and the recapture clause was amended accordingly.

The requirement with respect to the provision of a financial statement annually has not been met. However, in 1968 the City produced statements certified by a civic official covering the period August 16, 1961 to December 31, 1967, showing that there had been an operating loss for each year to December 31, 1965. In 1966 there was a surplus of \$59,200, while 1967 operations had also produced a surplus, subject to final audit, of \$23,300.

Although the City is thus obligated under the agreement to repay to the Department an amount of \$49,300 from the surpluses of 1966 and 1967, it transferred both surpluses to a reserve for the replacement of the municipally-owned ferry. Further-



more, the City intends to transfer to the reserve the surplus for the period January 1, 1968-May 31, 1969, which is expected to exceed the \$36,800 received from the Department for that period.

The Department's view is that its payments need not be recouped because they are less than it would cost it to operate its ferry and to pay for the transportation of vehicles and personnel on the City's ferry, for which no charge is now being made. Nevertheless, an amount of \$86,100 is owing to the Department and retention of this amount by the City for the purpose intended constitutes a grant in aid which, if it is to be allowed to stand, requires parliamentary sanction.

**184. *Provision of navigational aids without charge to users.*** In our 1968 Report (paragraph 189) we pointed out that in 1958 the Treasury Board directed the Department of Transport to review the policy of providing, as a public service without charge, new navigational aids for both marine and civil air operations and to give consideration to the possibility and desirability of introducing user charges for such services. Although during the next four years the Board asked about the progress of the study on more than one occasion, the matter did not appear to have been pressed since 1962 whenever approval was sought for extensions to navigational aids.

Government policy based on a recommendation of the Royal Commission on Government Organization is that

it should be departmental policy wherever economically and administratively feasible to charge for all goods supplied or services rendered to the public, including those now supplied free, unless there are provisions for specific exemption.

We suggested that if the Department does not regard it as feasible to introduce user charges for electronic navigational aids services, the earlier Executive interest in the subject should lead the Department to seek specific exemption from the application of the general policy.

There was no change in the situation in 1968-69 but the whole question of user charges for aids to navigation is being studied by Treasury Board officials. We understand that, on the marine side, any decision regarding such charges must await the findings of the study and a determination as to how Canadian harbours are likely to be administered during the coming years. On the civil aviation side, a number of factors are regarded as preventing the early imposition of user charges, one of which is the fact that a study is being made by the International Civil Aviation Organization on the economics of air route facilities and the possible establishment of international standards for levying fees.

**185. *Scale of fees, steamship inspections.*** In our 1968 Report (paragraph 190) we pointed out that the scale of fees for the inspection of steamships and for the examination of plans of ships and their machinery and equipment, etc., had remained largely unchanged since 1954 and that some of the rates had been the same since 1944. We reported that the Department of Transport had been giving detailed consideration to the advisability of fee increases and expected to be in a position to seek authority for an increased scale



during 1968-69. We expressed the opinion that what would likely be proposed would not do more than restore the relationship between direct expense and revenue which existed in 1955-56. For that year, Steamship Inspection Service revenue of \$161,000 had been 24% of the direct outlay, \$676,000, of the Service. In 1967-68 revenue was \$255,000, or 13% of direct costs of \$1,994,000.

An increased scale of fees was not introduced in 1968-69. Revenue of \$256,000 for the year was slightly less than 14% of expenditure of \$1,893,000.

On November 19, 1969 the Governor in Council authorized a new scale of fees which, on the basis of departmental estimates of revenue and expenditure for 1969-70 and 1970-71, indicates a recovery of only about 13% of expenditure in 1969-70 and 15% in 1970-71.

**186. *Negotiated settlement of contract.*** In our 1968 Report (paragraph 202) reference was made to the financial consequences of the indefinite postponement by the Department of Transport of a program for the construction of a number of search and rescue cutters. We explained that a stop-work order had resulted in a cancellation cost of \$1,434,000.

We also showed that a contract for lead yard services had been entered into with the company involved in the construction of the first of the six cutters contemplated under the program and we reported that the extent to which the contract price of \$235,000 would be adjusted as a result of the curtailment of the program was not yet known.

In December 1968 a settlement was negotiated with the contractor which reduced the price by \$11,920 to an adjusted amount of \$223,080. The Department regards the adjustment as reasonable because it maintains that the other services to be performed under the contract had to be rendered in any case in connection with the construction of the first vessel.

**187. *Partial adoption of suggestion with respect to lease renewals.*** In our 1968 Report (paragraph 194) we referred to the case of a lease for space on a Crown-owned wharf at Louisburg, N.S., which had expired in 1961 and was not authorized for renewal until December 1967 despite continued occupancy by the tenant. Although the Department of Transport gave consideration in 1965 to the setting of a higher rental extending back to 1961, the departmental law officers advised that the Department was precluded from raising the rental prior to 1965, unless the lessee consented, because the original rental had been accepted unconditionally in the interim. Steps then taken culminated in a rental increase from \$345 to \$2,500 per annum but only with effect from September 1967.

We reported last year that we had discussed with the Department the possibility that the interests of the Crown could be protected by the presence in all indentures of lease with renewal options of a clause stipulating that rental payments accepted after the expiry of the original term would be conditional only. We recorded our understanding that action was being taken to incorporate such a clause in future leases with renewal provisions.

We have confirmed that, in so far as the Marine Services of the Department are concerned, leases with renewal options now contain a clause which gives effect to our suggestion. However, similar action has not been taken in respect of leases involving the Air Services whose officers are still considering the implications of the proposed clause for its tenants. In the meantime, Air Services continues to rely upon an internal control measure designed to ensure that all indentures of lease are reviewed several weeks in advance of expiry dates.

**188. Subsidization of accommodation and messing for single employees, Gander, Nfld.** In November 1961, because of a shortage of suitable accommodation for single employees at Gander, the Department of Transport entered into an agreement for a six-year term for the provision of 60 furnished and serviced rooms, and meals, by a hotel operator at a cost of \$120,000 per annum, or \$2,000 per individual. During this period each resident employee was assessed at the rate of \$900 per annum for room and meals (a rate of \$960 called for by Treasury Board regulations should have been in effect from May 1964 but was implemented only in July 1967) so that a subsidy of \$1,100 per individual, for a total of \$66,000 per annum, resulted.

The agreement was renewed and amended for a two-year term in 1968 to cover accommodation and messing for 45 employees at an annual cost of \$136,000, or about \$3,000 per individual. Despite the substantial increase in the cost to the Department, the charge to the employees involved remained unchanged at the annual rate of \$960, so that the subsidy increased to over \$2,000 per annum for each employee, for an annual total of about \$93,000.

The extent to which costs of the Department of Transport under the arrangement are not being recovered suggests that the basic amount assessed against the employees is inadequate.

**189. Dwellings for lightkeepers.** In its Fifth Report 1961, the Public Accounts Committee recommended that when authorization is given by the Treasury Board for a project to cost a stated estimated amount, departmental submissions to the Board should clearly indicate that all costs associated with the work have been included in the estimate.

During the year an instance was noted where the Committee's recommendation was not met. In 1967-68 the Department of Transport obtained Treasury Board approval for the purchase of five self-contained prefabricated dwellings for the use of lightkeepers at three locations in Nova Scotia. The Board was informed that the total cost, including foundations and installations, would be \$122,300. The final cost will be about \$152,800.

The dwellings themselves were purchased at a cost approximating the \$95,700 estimate shown in the submission to the Treasury Board. However, other requirements originally estimated to cost \$26,600 actually amounted to \$57,100, including a departmental estimate of \$7,500 to cover work still to be completed. It seems obvious that some requirements must have been omitted from an estimate that proved to be only 46% of the actual cost.



**190. Additional cost due to construction delays, Kirkfield, Ont.** In 1965 the Department of Transport entered into a contract at a price of \$1,595,000 for the mechanical rehabilitation of the hydraulic lift lock of the Trent Canal at Kirkfield. Although the work was basically completed in 1966, settlements of claims for extra costs continued into the year under review when a payment brought the total cost to \$2,049,000.

After the work was under way, delays were experienced by the contractor and his subcontractors because of redesigns suggested by the consulting engineer when reviewing and approving plans. Additional delays occurred when field drawings were required to make the new work compatible with the old structures. The final settlement gave recognition to an aggregate delay of nine weeks and the total cost includes compensation in the negotiated amount of \$183,000 for non-productive supervision and labour costs, and idle plant, during that period.

**191. Awards under the Pension Act.** In paragraph 205 of our 1968 Report and in previous Reports we have pointed out that, due to inconsistencies and ambiguities in the Pension Act, *R.S., c.207*, it was difficult to determine whether or not awards were in conformity with the provisions of the Act, particularly those awards granted on a discretionary or compassionate basis and to persons in a dependent condition.

Clarification of the Pension Act is particularly necessary because the usual checks provided for the protection of the Crown do not operate with respect to it. Subsections (1) and (5) of section 5 of the Act read as follows:

5. (1) Subject to the provisions of this Act and of any regulations, the Commission has full and unrestricted power and authority and exclusive jurisdiction to deal with and adjudicate upon all matters and questions relating to the award, increase, decrease, suspension or cancellation of any pension under this Act and to the recovery of any overpayment that may have been made; and effect shall be given by the Department and the Receiver General to the decisions of the Commission.

(5) The Commission shall determine any question of interpretation of this Act and the decision of the Commission on any such question is final.

Not only is the Department of Veterans Affairs, in fulfilling its functions with respect to the payments of pensions and recovery of overpayments, thus barred from taking its normal part in protecting the Crown but the advice of the Department of Justice is not available in the interpretation of the conflicting provisions of the Act.

We also pointed out last year that the Public Accounts Committee in its Eighth Report 1964-65 had made recommendations designed to overcome these shortcomings (see Appendix 1, item 13) and the Minister of Veterans Affairs, in letters to the Chairman on March 3, 1965 and June 21, 1967, had commented on these recommendations. The Public Accounts Committee, in May 1969, considered the comments made by the Minister but made no further recommendations. As this situation did not change in 1968-69, there is still difficulty in determining whether or not awards are in conformity with the provisions of the Act.



The Committee, known as the Woods Committee, appointed in September 1965 to survey the organization and work of the Canadian Pension Commission, including the interpretation by the Commission of such sections of the Pension Act as in the opinion of the Committee should be considered, presented its report to the Minister of Veterans Affairs on March 22, 1968. The Committee's recommendations for the most part were concerned with the provision of greater benefits and no mention was made of the recommendations of the Public Accounts Committee.

As a result of the Woods Committee report, the Minister of Veterans Affairs presented a Government White Paper on veterans pensions on September 9, 1969. However, the White Paper does not deal directly with the recommendations of the Public Accounts Committee.

**192. War veterans allowances.** In Reports of previous years we have commented on various matters relating to the administration of the War Veterans Allowance Act, *R.S., c.340*. In paragraph 206 of our 1968 Report we again drew attention to the recommendations of the Public Accounts Committee in its Eighth Report 1964-65 (see Appendix 1, item 14), which have not yet been implemented, that all cases of deliberate deception in respect of awards under the Act be vigorously prosecuted and that, where the presence of a child is the reason for an award at married rates, the income of the child, unless exempted by the Act, be taken into account in determining the amount of the award. We also reported that letters of March 3, 1965 and June 21, 1967, from the Minister of Veterans Affairs to the Chairman of the Public Accounts Committee setting forth his comments on the recommendations had still to be considered by the Committee. These letters were considered by the Public Accounts Committee in May 1969 but no further recommendation was made except that the word "vigorously" be deleted from its previous recommendations.

Our examination during the year revealed eight additional cases of overpayment totalling \$10,763. We did not note any cases of prosecution to enforce penalties under the Act and its regulations. However, our examination did disclose that the Department is making a more determined effort to recover overpayments of veterans allowances.

**193. Unrealistic meal charges in departmental hospitals.** In our 1968 Report (paragraph 207) we pointed out that the cost of meals provided to staff and visitors in the Department of Veterans Affairs hospital cafeterias and senior staff dining rooms was considerably in excess of the prices charged for these meals. The charges for full course meals, set in 1952, were breakfast 30 cents, dinner 45 cents, and supper 30 cents in the cafeterias, with an extra 10 cents per meal charged in the senior staff dining rooms where full table service is provided. However, the average cost per meal was \$1.41 according to the most recent cost figures produced which were for the 1966-67 fiscal year. While it is common practice to subsidize meals in large establishments, the degree of subsidization in the Department's hospitals is extremely high. We concluded by stating that it appeared obvious that a more realistic pricing policy was required.

There was no change during the year in the prices charged for meals but the Treasury Board conducted a study of employee meal prices in hospitals both inside and outside the Public Service of Canada. This study revealed that prices charged employees for meals in the Department's hospitals and in the Department of National Health and Welfare hospitals were substantially below prevailing meal prices in outside hospitals. Following consultation with the employee associations, agreement was reached on the introduction of revisions to employee meal prices in the Department's hospitals in progressive stages as follows:

	Breakfast	Main meal	Light meal
January 1, 1970.....	\$ .45	\$ .75	\$ .50
July 1, 1970.....	.50	.85	.60
January 1, 1971.....	Additional adjustment, as required, will be subject to further review and consultation.		

No change was made in the extra 10 cents per meal charged in the senior staff dining rooms where full table service is provided.

We understand that the Treasury Board intends that there shall be annual reviews of meal prices in hospitals in future. (See also paragraphs 86 and 101 of this Report.)

**194. Federal-provincial shared-cost programs.** Although information regarding Canada's contribution towards each sizable federal-provincial shared-cost program is available in Volume II of the Public Accounts in the details of expenditure of the departments administering the contributions, nowhere is the substantial overall total of federal contributions to shared-cost programs provided on a regular basis. As far as we are aware, the last published compilation of these costs was a booklet prepared in 1963 by the Federal-Provincial Relations Division of the Department of Finance for the use of members of the Federal-Provincial Continuing Committee on Fiscal and Economic Matters meeting in that year.

In previous Reports (paragraph 208 in 1968) we expressed the view that it would be informative to the House if a detailed summary of the numerous federal-provincial shared-cost programs, which would show the federal share of the costs on an annual and cumulative basis, were more readily available, and suggested that this be shown as an appendix to the Public Accounts. This suggestion has not yet been considered by the Public Accounts Committee.

Canada participated with one or more of the provinces in 104 shared-cost programs in 1968-69 and in 1967-68 as follows:

	1968-69	1967-68
Costs shared with:		
All provinces.....	22	22
More than one but not all provinces.....	44	42
Only one province.....	38	40
	<hr/> 104	<hr/> 104
	<hr/> <hr/>	<hr/> <hr/>



Although the total number of programs was the same in both years, 17 for which the costs were shared in 1967-68 were either completed or discontinued in that year and 17 new programs were commenced in 1968-69. The federal expenditures under these programs totalled \$1,519 million in 1968-69 compared with \$1,332 million in 1967-68 and \$1,136 million in 1966-67. A comparative listing of these programs, by department, for the past two years appears as Appendix 4 to this Report.

The expenditures shown are direct costs only and do not include any administrative expenses incurred by Canada.

The decrease in expenditure on technical and vocational training under Manpower and Immigration, from \$85 million in 1967-68 to \$3 million in 1968-69, reflects the phase-out of this program on introduction of the adult occupational training program on April 1, 1967. The direct costs of occupational training of adults are wholly borne by Canada and, therefore, are not included in the listing; only the capital cost of providing training facilities is shared with the provinces.

Not included in the total expenditures are tax abatements and tax equalization payments of \$426,676,000 in 1968-69 and \$381,946,000 in 1967-68 to the Province of Quebec following its election in 1965 under the Established Programs (Interim Arrangements) Act, 1964-65, c.54, to wholly administer and finance certain standing programs. These programs are hospital insurance and diagnostic services, Canada Assistance Plan, disabled persons allowances, old age assistance, blind persons allowances, unemployment assistance and certain aspects of general health grants.

In addition to the expenditures shown under Secretary of State for post-secondary education, there were tax abatements and tax equalization payments relating to post-secondary education totalling \$277,937,000 in 1968-69 and \$247,580,000 in 1967-68.

Expenditures on all programs are the subject of test audit by the Audit Office, the extent of the test in each case being determined by the nature of the program and the scope of the audits carried out by the provincial auditors prior to the submission of claims and by the Audit Services Bureau of the Department of Supply and Services in those cases where the Bureau is requested to carry out examinations. Many of the programs are complex and their terms subject to varying interpretations and applications. Because of this and the fact that they comprise a major portion of Canada's total contribution, provincial records are examined by regional representatives of this Office annually in connection with all programs coming under the jurisdiction of the Department of National Health and Welfare excepting the newly introduced medical care program, all those coming under the Department of Manpower and Immigration and the two major ones under the Department of Regional Development. No examinations of provincial records are made in respect of expenditure on the remainder of the listed programs; all claims and supporting documentation relating to these programs are examined by us at the departmental offices responsible for their administration, reliance being placed on the audit certificate given by the provincial auditors as to the validity and correctness of the charges and on the direct examinations made of many of these programs by the Audit Services Bureau.



**195. Statements requested by the Public Accounts Committee.** Volume II of the 1969 Public Accounts includes section 28, "Miscellaneous Statements". This section consists of four statements prepared by the Receiver General for Canada showing additional information recommended for inclusion in the Public Accounts by the Public Accounts Committee in its Ninth Report 1964-65. The attention of the House is directed to these statements.

1. EDUCATIONAL LEAVE COSTS GRANTED UNDER SECTION 57 OF THE PUBLIC SERVICE TERMS AND CONDITIONS OF EMPLOYMENT REGULATIONS—Page 28.2

It will be noted from this statement that for 1968-69 the total costs in respect of 506 employees amounted to \$1,503,000. This compares with 497 employees and \$1,111,000 in the previous year and 504 employees and \$938,000 in 1966-67.

2. LOSSES OF \$1,000 OR MORE DUE TO ACCIDENTAL DESTRUCTION OF, OR DAMAGE TO, ASSETS WHICH WOULD NORMALLY BE COVERED BY INSURANCE HAD SUCH COVERAGE EXISTED—Page 28.3

This statement shows that such losses amounted to \$1,452,000 in 1968-69. The comparable amount in the previous year was \$1,850,000.

In the course of its study of the development of the hydrofoil, H.M.C.S. Bras d'Or, the Public Accounts Committee noted that the losses incurred as a result of the fire on that ship in November 1966, which cost the Crown \$6.5 million, were not included in the 1967 version of the statement. In its Fifth Report 1968-69, presented to the House on June 26, 1969, the Committee stressed that there should be no exception to the inclusion of losses under this heading.

3. REPORT OF SURPLUS MATERIAL DISPOSED OF IN 1968-69—Pages 28.4 and 28.5

A comparative summary of the surplus material disposed of in 1968-69 and in 1967-68, subject to the footnotes shown on the statement in the 1969 Public Accounts, follows:

	1968-69		1967-68	
	Cost	Value obtained	Cost	Value obtained
Surplus but serviceable.....	\$ 37,771,000	\$ 3,435,000	\$ 48,677,000	\$ 3,416,000
Obsolete but serviceable.....	12,265,000	368,000	17,864,000	681,000
	<u>\$ 50,036,000</u>	<u>3,803,000</u>	<u>\$ 66,541,000</u>	<u>4,097,000</u>
Surplus but repairable.....		3,086,000		4,582,000
Scrap.....		1,141,000		832,000
		<u>\$ 8,030,000</u>		<u>\$ 9,511,000</u>

4. SUMMARY OF ACCOUNTS PROPERLY CHARGEABLE TO THE FISCAL YEAR 1968-69 BUT CARRIED OVER TO THE FISCAL YEAR 1969-70—Pages 28.6 to 28.9

This statement is commented on in paragraph 50 of this Report.

**196. Losses through the fraud, default or mistake of any person.** Section 70(1)(e) of the Financial Administration Act provides that the Auditor General shall report annually to the House of Commons every case in which he has observed that there has been a deficiency or loss through the fraud, default or mistake of any person.

During the year 83 losses totalling \$91,699 were noted resulting from defalcations or other fraudulent acts of public officers, of which \$53,315 was recovered, leaving net losses of \$38,384. These are summarized as follows:

	Number	Initial loss	Re- coveries	Net loss
Indian Affairs and Northern Development.....	2	\$ 2,614	\$ 991	\$ 1,623
Justice.....	1	17,797	11,094	6,703
National Defence.....	3	4,105	3,001	1,104
National Revenue—Customs and Excise Division.....	1	120	120	
Post Office.....	75	65,527	36,573	28,954
Solicitor General.....	1	1,536	1,536	
	83	\$ 91,699	\$ 53,315	\$ 38,384

The net losses of the Departments of Indian Affairs and Northern Development and National Defence were charged to the Public Officers Guarantee Account prior to the year-end, together with \$6,603 of the net loss of the Department of Justice, leaving \$100 which is chargeable to the Guarantee Account at the request of that Department. The Post Office losses are chargeable to the Post Office Guarantee Fund.

A net amount of \$3,327 remaining from five fraudulent losses reported in the Public Accounts in prior years had not been charged to the Public Officers Guarantee Account at March 31, 1969. The oldest of these losses, an amount of \$1,524, was incurred in 1954-55. An additional amount of \$952 remaining from three losses reported by the Auditor General since April 1, 1966 had neither been reported in the Public Accounts nor charged to the Guarantee Account at March 31, 1969.

A loss of \$586 due to a theft of mail receipts by persons unknown was charged in error to the Public Officers Guarantee Account during the year. Payment may be made out of this account only "by way of indemnity for losses suffered by Her Majesty or others by reason of defalcations or other fraudulent acts or omissions of public officers".

In addition to losses involving public officers, there are inevitably, in the administration of the numerous and complex programs of the Government, a considerable number of deficiencies or losses through the fraud, default or mistake of individuals outside the Public Service. When these are encountered in our test examinations they are brought to the attention of the administering department and, where significant, commented on in our Report. (For examples, see paragraphs 128, 145 and 197(22) of this Report.)

**197. Non-productive payments.** The Public Accounts Committee in its Fifth Report 1961 requested the Auditor General to include in his future annual Reports to the House of Commons listings of any non-productive payments that might have come to his notice in the course of his annual audit. The Committee reiterated this request in its Sixth Report 1964-65.

Since 1961, in compliance with this request, there have been included in the Auditor General's annual Report to the House of Commons details of non-productive payments coming to our notice in the course of the audit. Again this year we have sought to pinpoint the underlying causes, particularly when the circumstances appear to have been beyond the control of the department or agency to whose appropriation the charge was made.

The origin of many of these non-productive payments dates back to prior years, although in most cases a payment was made in 1968-69. The total this year is estimated at \$39,565,000. Of these, 25 cases are described in the foregoing paragraphs while the remaining 25 cases are as follows:

1. **UNUSED OFFICE SPACE, OTTAWA.** On April 1, 1966 Atomic Energy of Canada Limited leased office premises in Ottawa for a period of three years at an annual rental of \$34,000. These offices were occupied by the Company's Commercial Products Division until September 1968 when that Division was moved to the Company's new administration building.

The Company was successful in sub-letting the leased office premises for only brief periods for which a rental of \$3,700 was received and derived no benefit from the balance of the rental for the period October 1968 to March 1969 which amounted to \$13,300.

2. **ADDITIONAL COST DUE TO DELAY IN ACCEPTANCE OF TENDER, OBEDIJWAN INDIAN RESERVE, QUE.** In June 1968 the Department of Indian Affairs and Northern Development called tenders for the construction of a school and residence and for site development on the Obedjiwan Indian Reserve, Pointe Bleue District. When the tenders were opened on July 10, 1968 it was found that the lowest bid, \$444,000, which was \$52,000 below the second lowest, was conditional upon the award of the contract not later than August 1, 1968, to allow time to assemble and ship the required material to the remote site of the work by road and barge before the weather became inclement.

The amount involved required that Treasury Board authority be obtained for entry into a contract. The fact that a deadline for acceptance of the lowest bid had been stipulated was overlooked within the Department with the result that the submission to the Board was delayed and the required authority was not obtained until August 7, 1968. When the award was made on August 16, 1968, the contractor reminded the Department of the condition attached to his tender and requested that the price be increased by \$25,000. The increase was attributed to an oversight of \$10,000 in his original calculations and estimated additional costs of \$15,000 which could be expected because of a later construction season than had been anticipated. Treasury Board approval of the increase in the contract price by \$25,000 was obtained in October 1968.

3. **SETTLEMENT ON TERMINATION OF EMPLOYMENT.** In April 1967 the National Arts Centre Corporation appointed an officer at a salary of \$20,750 per annum. After one year of service the officer was advised that his work had not been satisfactory and that his services would be terminated. He was removed from his position but retained at the same salary in another position for nine months.

The final settlement included salary of \$6,500 for more than three months during which services were not performed and \$4,100 for sick leave accumulated with the Corporation and during prior service with the Government. Sick leave is an employee benefit that is normally paid for only during a period of illness that prevents an employee from performing the duties of his position.



4. **ADDITIONAL COSTS DUE TO FAULTY DESIGN OF STORM DRAINS, OTTAWA.** In connection with the railway relocation project in Ottawa, the National Capital Commission undertook to raise the elevation of sections of a street to provide a crossing over the railway line running south from the Prince of Wales Bridge. Storm drains, designed by an engineering consultant, were installed on adjacent private properties adversely affected by the work, but these proved to be both inadequate and, upon later investigation, smaller than minimum City requirements. Faced with several claims for water damage, settled in the amount of \$8,400, the Commission undertook to replace the undersized drains at a cost of \$10,600, including \$1,300 paid to the original consultant for redesign.
5. **ABANDONED EXPROPRIATION, OTTAWA.** Preliminary negotiations by the National Capital Commission with the owner of a motel in the Greenbelt area of Nepean Township indicated that a reasonable price and lease-back settlement could not be arranged. Therefore, in 1962, Treasury Board approval was obtained to abandon the expropriation of the property which had been registered the previous year. Three years later the owner filed a petition of right in the Exchequer Court for damages of \$22,300 stated to have been suffered as a result of the abortive expropriation. Upon reduction of the claim to \$2,500 in 1968 the Commission settled out of court.
6. **PARCEL OF LAND PAID FOR TWICE, OTTAWA.** In 1960 the National Capital Commission purchased a parcel of land for Greenbelt purposes in Gloucester Township and in the following year expropriated the abutting property. An appraisal made in 1963 indicated that the registered owner of the expropriated land also had a possible claim through possession for 10 years to one and one-half acres of the land the Commission had bought in 1960. Settlement for the expropriated property was reached in 1966 but the owner reserved the right to additional compensation for the land held under possessory title. In 1968 the Commission accepted this supplementary claim, amounting to \$1,100, but by this time could not recover from the former deed holder whose land had been purchased in 1960. The latter had died and his estate had been distributed in 1967.
7. **CONTRACT TERMINATED DUE TO INCOMPATIBLE SPECIFICATIONS.** In October 1965 the Department of Supply and Services, with the approval of the Treasury Board, entered into a contract in the amount of \$27,000 for the supply of filters to be used in airborne electronic equipment. These filters were intended for installation in Department of National Defence aircraft to prevent interference with airport radar used in controlling commercial air traffic.

The contract, awarded to the only bidder, provided for the production and supply of 21 filters to meet specifications issued by the Department of National Defence in late 1964. The design was based on the principles used by Canadian Arsenals Limited in the construction of an experimental model. The first phase of the work, the manufacture of a pre-production model, required the reconfiguration of the experimental model to conform to the specifications.

In July 1966 the contractor advised that the required performance could not be achieved with a filter designed on the principles specified. In the meantime, because of planned modifications to the airborne electronic equipment, the proposed filter was no longer required, and in January 1967 the Department of National Defence requested that the contract be cancelled.

The costs incurred by the contractor, plus profit of  $7\frac{1}{2}\%$ , were established as \$14,000 and in July 1968 the contractor was paid this amount as a termination settlement.

8. WATER LOSSES—MONTREAL HARBOUR. Statements prepared by the National Harbours Board revealed that, in the year ended December 31, 1968, water losses caused by breakage in various water pipes at Montreal Harbour amounted to 117.6 million gallons. These breakages occurred between the City of Montreal meters and the National Harbours Board meters largely in the Contrecoeur and Marien sections of the Harbour. The cost of the water lost amounted to \$26,600.
9. ADDITIONAL COST DUE TO DELAY IN ACCEPTANCE OF TENDER, VANCOUVER, B.C. The National Harbours Board advertised for tenders for the extension to Centennial Pier at Vancouver Harbour. Tenders were opened on June 22, 1967 and the lowest was for \$1,933,000. The Board had not obtained approval in principle from the Treasury Board for this project, in accordance with established guidelines, before tenders were called and, as a consequence, considerable time was consumed in providing relevant information for a thorough consideration of the project by the Treasury Board. Approval was not obtained until November 2, 1967—seventy-three days beyond the sixty-day period during which a tenderer is bound to enter into a contract if his offer is accepted. The tenderer was then asked if he would be prepared to enter into a contract at the price of \$1,933,000. A counter offer was made by the tenderer requesting the Board to consider additional expenses amounting to an estimated \$76,000 as the delay in awarding the contract necessitated the work being carried out in less favourable weather. This amount was not acceptable to the Board and it was agreed by both parties that the contract would be entered into at the tendered price of \$1,933,000 and that the Board would consider a claim by the contractor for any additional costs when the contract was completed. Subsequently a claim for additional costs, amounting to \$25,000, was approved and paid by the Board. Notwithstanding this increase, the amount paid was still considerably below the amount of the second lowest bid, but failure to accept the original tender within a sixty-day period resulted in a non-productive cost of \$25,000.
10. ADDITIONAL CONSTRUCTION COST DUE TO UNSTABLE SOIL CONDITIONS, OTTAWA. In October 1966 the Department of Public Works was authorized to enter into a contract, at a fixed price of \$329,600, for the construction of a dairy barn in connection with the development of the Animal Research Institute of the Department of Agriculture at Ottawa.

Although a subsurface investigation was made by the Department, a written report was not submitted until after the working drawings had been completed and tenders called. The report stated that during construction care should be taken to see that excavation did not extend below the ground-water level as quick conditions would result and weaken the subsoil.

During his initial excavation work the contractor encountered quicksand. He was instructed to suspend operations during consideration of the problem, which resulted in a decision to shift the proposed location of the building and to make certain design changes. As the material already excavated had been placed on the new location, its removal further delayed the contractor.

In January 1968 the contractor presented a claim amounting to \$33,400 for costs resulting from delays, primarily occasioned by soil conditions, to which his work had been subjected. A negotiated settlement of \$13,800 was made in March 1969. The final cost of the contract was \$371,200, the additional amount of \$41,600 being accounted for mainly by the delay settlement and a change order involving \$11,000 for the cost of the re-siting of the building and foundation changes.

11. **UNUSED PLANS FOR SPECIAL DETENTION UNIT, PRINCE ALBERT, SASK.** In 1964 the Department of Public Works, on behalf of the Canadian Penitentiary Service, retained a firm of architects and consulting engineers to design and prepare complete working drawings and specifications for, and to subsequently supervise the construction of, a special detention unit at the Saskatchewan Penitentiary, Prince Albert.

Although the plans and specifications were completed by the consultants early in 1966, the tender call was delayed indefinitely because of a review of such projects. By 1968, as there was no prospect of construction, the agreement with the consultants was terminated. A final payment for their planning services brought the total amount paid to \$38,400, including \$4,300 as compensation for revisions to their drawings as a result of changed requirements.

The same consultants received a payment of \$1,100 for the preparation of plans and specifications for the construction of a lumber building, not proceeded with, at the same institution, and for unused plans for an exercise yard which was to be associated with the special detention unit.

12. **UNUSED PLANS FOR A NATIONAL MUSEUM, OTTAWA.** In our 1968 Report (paragraph 178) reference was made to a cost of \$753,000 incurred by the Department of Public Works for architects' services in the planning for Phase I of a new building in Ottawa for the National Museum. We explained that it was apparent that the Museum would not be built on the basis of this planning.

In December 1968 an additional payment of \$21,500 was made in settlement of a claim presented by the structural consultants who had been retained by the consulting architects. The claim arose from the decision to extend the nearby National Arts Centre, so that it became necessary to make changes to the completed structural and foundation plans for the Museum. This payment brought the total cost of architects' services for the abandoned concept to \$774,500.

13. **ABANDONMENT OF BUILDING CONSTRUCTION PLANS, MISSISSAUGA, ONT.** In 1966 property in Mississauga was expropriated to serve as the site for a building to be constructed by the Department of Public Works for the Post Office. A consultant was engaged to provide architectural services.

Although the site had been identified by the municipality as an ideal one for a federal post office building, heavy local opposition to the expropriation developed and the decision was finally made to abandon expropriation proceedings.

After efforts to identify other sites acceptable to the municipality and the Post Office were unsuccessful, it was decided that build-lease proposals should be investigated. As a result, the Department of Public Works sought and obtained authority in January 1969 to enter into a lease for a term of 20 years for accommodation to be constructed by private interests.

The consultant was paid \$14,000 for his services prior to the cancellation of the project. Other non-productive outlays included \$1,245 for appraisal services, \$1,533 for the abandonment of expropriation proceedings and \$550 for miscellaneous costs.

14. **UNUSED PLANS FOR HEATING FACILITY, OTTAWA.** In 1964 architects were engaged by the Department of Public Works to design, prepare working drawings for, and supervise construction of, a new postal terminal at Ottawa. The completed plans made provision for a boiler room, but the requirement for this was removed when it was decided to use



the facilities of a heating plant associated with another Crown-owned building in the area. The architects were paid \$5,500 for their planning in connection with the deleted boiler room.

15. ADDITIONAL PLANNING COSTS AS A RESULT OF DESIGN CHANGES, ANTIGONISH, N.S. In 1965 consultants were retained by the Department of Public Works to perform architectural services in connection with the planning and construction of a building to provide accommodation at Antigonish for several departments. A contract for the construction of the building was not awarded until April 1969, largely due to changes in the estimates of prospective occupants with regard to their long-range space requirements, and to an expansion of the original site which required that the building be located at a different angle than had been intended earlier. These circumstances resulted in extra payments amounting to \$5,200 to the consultants with respect to design work which was abandoned and for a redrawing of the footings.
16. ADDITIONAL COST RESULTING FROM DEFERMENT OF CONSTRUCTION PLANS, VANCOUVER, B.C. In 1967 the Treasury Board gave approval in principle to the construction of a new research wing and additions to existing structures at the Forest Products Laboratory in Vancouver. The Department of Public Works retained a firm of consultants to undertake the planning and supervision of construction. In 1968, after the preliminary design phase of the engagement had been completed, restrictions on capital expenditure by the Department of Fisheries and Forestry led to the decision to defer proceeding with the research wing element of the project. This required a redesign of the extensions which were to be added to the existing structures, and an additional cost of \$4,140 resulted from the deferment.

In the event that the research wing element of the project is not proceeded with in a manner which will permit use of the preliminary design, a further substantial amount will become non-productive.

17. PAYMENT FOR UNUSED WATER AND SEWAGE FACILITIES, BATH, ONT. In June 1966 the Treasury Board approved entry by the Canadian Penitentiary Service into an agreement with the Village of Bath and with the Public Utilities Commission of the Village for the construction of water and sewage treatment systems which would service the nearby Millhaven Institution. The agreement provides for capital contributions by the Crown towards the construction costs and monthly payments of a fraction of the cost of operating, maintaining and repairing the facilities. The Penitentiary Service paid \$5,900 to the Village as its share of the cost of operations for the period June 1968 to March 1969, although the Millhaven Institution was still under construction and no use was made of the facilities.
18. EQUIPMENT PROVIDED AS "CAPITAL ASSISTANCE" NOT REQUIRED. In February 1965 the Department of Supply and Services agreed to provide capital assistance equal to the full cost of replacement of a high-pressure boiler feed pump on Crown-owned equipment located in the Naval Engineering Test Establishment, which is operated by a private contractor, at a cost not to exceed \$20,000 chargeable to Defence Production Vote 5 of 1965-66. The contractor placed the order with his supplier in March 1965 and took delivery in February 1966 at a cost of \$19,000.

In July 1965 the Department of National Defence decided to use gas turbine engines in new destroyers scheduled for delivery commencing in 1970. This decision meant that the high-pressure boiler would not be required for testing the engines in the destroyers. Consequently, the new pump has never been installed.

Crown Assets Disposal Corporation has tested the salability of the pump without success and we understand that it will now be retained on the chance it may be required at some time in the future.

19. **COST OF ABANDONED INFORMATION SYSTEM.** In paragraph 83 of our 1968 Report we drew attention to a non-productive expenditure of \$69,000 incurred in developing a computerized information system for the Canadian Government Repair Service which was abandoned in May 1967, after part of phase one of a four-phase plan had been completed.

The work which had been completed included the conversion of manually maintained history record cards for each of 150,000 Crown-owned office machines to computer tape by means of "mark sense" cards specially designed for this one purpose.

In the meantime, the stationery stores operations of the Department of Defence Production were being consolidated under the Canadian Government Supply Service and the stock of "mark sense" cards was taken on charge and given a catalogue number and a stock re-order point.

In April 1967 the Supply Service, without consulting the Repair Service, purchased an additional 1,000,000 "mark sense" cards at a cost of \$11,000. The cards, weighing eight tons, were received in September and October 1967, declared surplus in January 1968 and disposed of as scrap in July 1968.

20. **INFERIOR PRINTING SUPPLIES.** Copy masters valued at \$6,600 used by the patent printing division of the Canadian Government Printing Bureau were rejected because of customer complaints that the masters left a background on the printed copies. The masters had been purchased by the Canadian Government Supply Service from a different supplier and when his product was found inferior it was scrapped and the Service reverted to its regular supplier.
21. **DEFECTIVE BUSINESS FORMS.** Special forms valued at \$3,760 were purchased by the Canadian Government Supply Service for the Comptroller of the Treasury in a weight of paper similar to that of the photocopy of the layout of the form submitted by the ordering department. On receipt, the forms were rejected as they were too heavy for use in the nine copies required and were scrapped.
22. **UNACCEPTABLE MURAL, MONTREAL INTERNATIONAL AIRPORT.** In November 1967 the Department of Transport entered into a contract with a Canadian artist for the production and installation of a large mural to be located in the inbound international tunnel at the Montreal International Airport. The mural, to cost \$12,500, was to reflect the present state of culture in Canada. The artist's proposals in this regard had previously been accepted without detail by an advisory committee of persons prominent in the field of fine arts formed to advise the Department in the selection of works of art for the air terminal.

Although the contract provided for departmental supervision of the mural's production, the work was not inspected prior to the commencement of installation in March 1968. At that time, following many complaints from the public, it was viewed by members of the advisory committee who found evidence of political protest not present in the concept which had been approved. When proposals and counter-proposals for making the mural acceptable led to an impasse, the artist was paid in full and the mural transferred to the National Gallery of Canada on extended loan. The unacceptability of the mural for its intended purpose has resulted in a non-productive cost of \$12,500 to the Department of Transport.

23. ADDITIONAL COST DUE TO CONSTRUCTION DELAY, STE. ANNE DE BELLEVUE, QUE. In 1966 the Department of Transport entered into a contract at an estimated cost of \$133,000 for the construction of a concrete tie-up wall at the Ste. Anne Lock at Ste. Anne de Bellevue. The actual cost of the work, completed in 1967, has since been established as \$171,000, of which \$4,200 remained unpaid at March 31, 1969 pending settlement of a dispute between the contractor and one of his subcontractors.

On the basis of preliminary borings, the contract was expected to involve a simple underwater concrete forming operation on an even gravel bed. In actuality it required very difficult formwork on uneven rock. As a result the contractor presented a price adjustment claim for \$42,000 which was settled in the amount of \$22,000, including a non-productive element of \$7,000 to compensate him for a delay of three weeks attributable to the unexpected conditions which he encountered.

24. COST OF CHANGING BUILDING SITE, HALIFAX, N.S. In October 1967 the Department of Transport awarded a contract for the construction of an airport surveillance radar building at the Halifax International Airport at a price of \$41,000.

Shortly after placing the contract the Department received a request from Air Canada for the right of first refusal on a parcel of land adjacent to its maintenance base at the airport. The land was to be the possible site, within a few years, of a large hangar with a potential height of 115 feet. Consideration of the effect which such a hangar would have on the performance of the radar facility showed that its re-siting was imperative. Consequently, in February 1968 the contractor, who had already completed work valued at \$14,200 at the first site, was instructed to terminate his operation and to proceed with construction, with plans modified to some extent, at another location. The final cost of \$62,000 included payment for the work performed at the original location.

Because of the additional cost incurred as a result of relocating the radar unit, the Department suggested that rent of approximately \$20,000 per annum should be paid by Air Canada until the expansion of the maintenance base was commenced or until an application for the land was received from another party, in which event a higher rent would become effective. The strong exception taken by Air Canada to this proposal culminated in the payment of \$7,500 by the Company to partially offset the extra cost incurred by the Department, with no rent to be paid in respect of the land reserved. In effect, therefore, a net non-productive cost of \$6,700 was incurred by the Department.

25. UNUSED PLANS FOR AIRPORT CONTROL TOWER, SAULT STE. MARIE, ONT. In 1967 the Department of Transport engaged a firm of consultants to provide architectural and consulting engineering services for the construction of a control tower on the roof of the terminal building at the Sault Ste. Marie airport. It later became apparent that facilities not earlier contemplated would have to be contained in the tower, and that the stress limitations of the terminal building indicated the need for a free-standing structure. During the year the consultants were paid \$3,900 for their services in connection with the abandoned scheme.



Volume II of this Report is in the course of preparation and will be released at the earliest date possible. It will include the following:

Sections

Summary of Assets and Liabilities  
Comments on Assets and Liabilities  
Crown Corporations  
Departmental Operating Activities  
Special Audits and Examinations

Exhibits

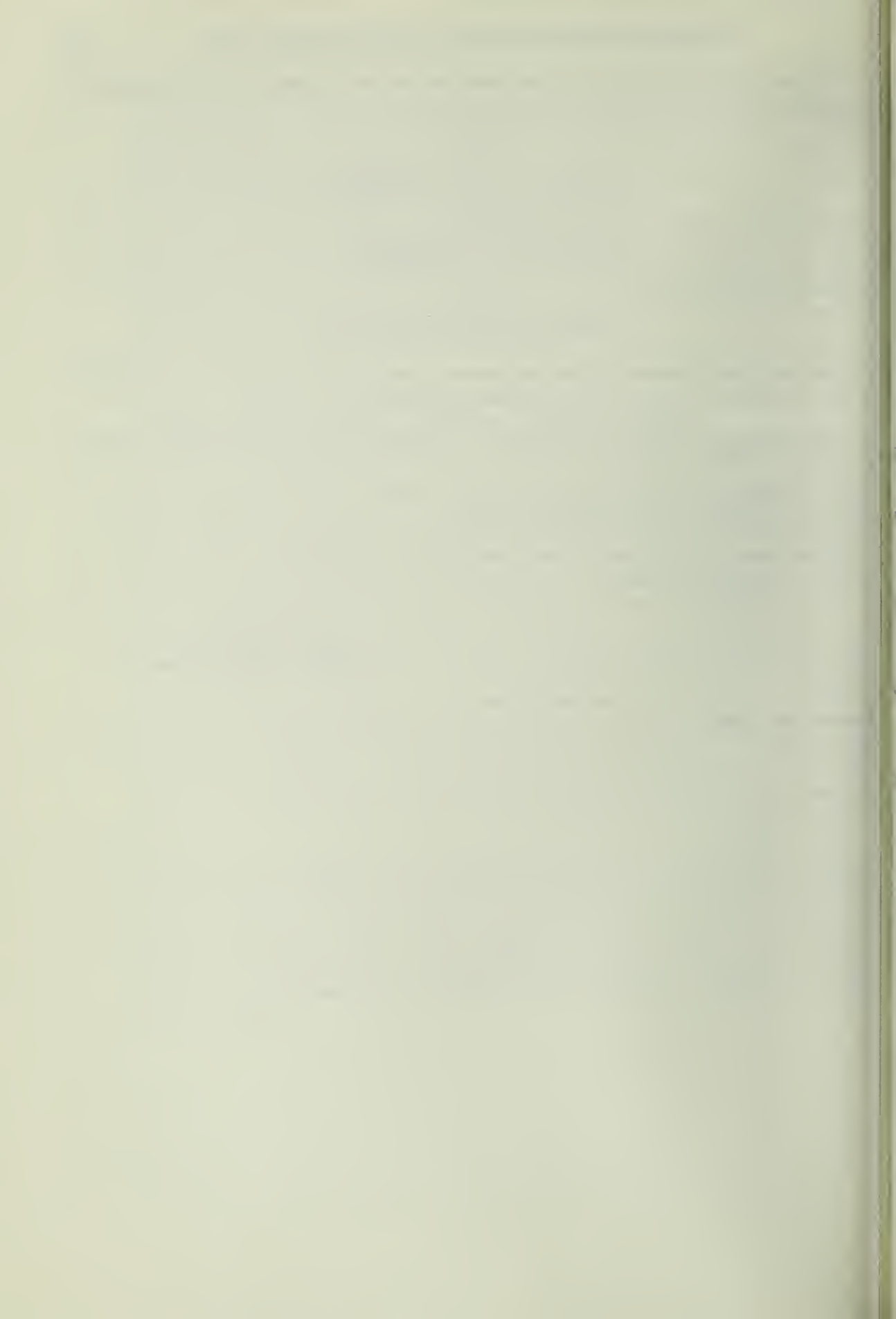
(as published in the Public Accounts)

1. Statement of Expenditure and Revenue for the fiscal year ended March 31, 1969 (with comparative figures for the preceding fiscal year).
2. Statement of Assets and Liabilities as at March 31, 1969 (with comparative figures as at March 31, 1968).
3. Summary of Appropriations, Expenditures and Unexpended Balances by Departments for the fiscal year ended March 31, 1969.
4. Summary of Revenue by Main Classifications and Departments for the fiscal year ended March 31, 1969.

A. M. HENDERSON

*Auditor General of Canada.*

January 20, 1970.



## APPENDICES

- Recommendations and Observations by the Standing Committee on Public Accounts  
not yet implemented or dealt with ..... Appendix 1
- Proposed Auditor General of Canada Act and comparison with corresponding  
sections of the Financial Administration Act and explanation of changes  
proposed ..... Appendix 2
- Summary of Employees of the Public Service by Departments, Crown Corporations  
and Other Instrumentalities authorized and on strength as at March 31, 1969  
(with comparative figures as at March 31, 1968) ..... Appendix 3
- Summary of Canada's Contributions to Federal-Provincial Shared-Cost Programs  
for the fiscal year ended March 31, 1969 (with comparative figures for the  
preceding fiscal year) ..... Appendix 4
- Summary of Expenditure by Standard Objects for the fiscal year ended March 31,  
1969 (with comparative figures for the preceding fiscal year) ..... Appendix 5



## RECOMMENDATIONS AND OBSERVATIONS BY THE STANDING COMMITTEE ON PUBLIC ACCOUNTS NOT YET IMPLEMENTED OR DEALT WITH

### Fourth Report 1963—presented to the House on December 19, 1963

1. **SECOND CLASS MAIL.** The Committee expressed its belief that early consideration should be given by Parliament to ways and means of covering the loss of the Post Office Department in handling second class mail and requested the Auditor General to keep the matter before Parliament in his annual Reports in order that subsequent committees may give consideration to it.

In its Fourth Report 1966-67 the Committee stated that it feels that there is something wrong when no action has been taken with respect to, and apparently very little consideration given to, its recommendation on this matter. The Committee first drew the matter to the attention of the House in its Third Report 1958 and, while minor changes have been made, the annual loss has continued to increase and the Committee is of the opinion that sufficient consideration has not been given to the solution of this problem. It considers it essential that the Post Office Department or Parliament immediately find ways and means of covering the loss of the Post Office Department in handling second class mail without this being done at the expense of other classes of mail, keeping in mind, however, the need of assistance to small independently-owned newspapers circulating in rural areas. *See paragraph 143 of this Report.*

### Fourth Report 1964-65—presented to the House on July 28, 1964

2. **THE FORM AND CONTENT OF THE ESTIMATES.** In its Third Report 1963 the Committee made four recommendations of which the following has not yet been implemented:

inclusion of brief notes in the Estimates explaining proposed major increases in the size of staff establishments of all government departments and the Crown corporations and other public instrumentalities.

The members of the Committee were glad to learn from the Secretary of the Treasury Board that he supported the recommendations made under this heading by the Auditor General in his Reports to the House. The Committee believes that there is room for improvement in the Estimates presentation designed to provide more informative description and more complete disclosure of pertinent supporting detail—information which, in the opinion of the Committee, is essential if Parliament is to be in a position to give the Estimates the close study and consideration they deserve.

In its First Report 1968-69 the Committee recommended certain criteria to be used in the proposed form of the 1970-71 Estimates and reiterated its recommendation that explanatory notes accompany the votes to indicate the percentage increase in staff and the justification therefor.

The Committee stated that it would be incumbent on the Auditor General to note the manner in which these criteria have been applied and to advise the House thereon. *See paragraph 46 of this Report.*

3. GOVERNOR GENERAL'S SPECIAL WARRANTS. The Committee recommended that a study be made of Governor General's special warrants. *See paragraph 45 of this Report.*
4. UNEMPLOYMENT INSURANCE FUND AND ITS ADMINISTRATION. The Committee stated its opinion that it is in the public interest that the Government's consideration of the report of the Committee of Inquiry (which was tabled on December 20, 1962) be completed as soon as possible, and that the Government bring forward promptly such proposals as it may deem necessary to deal with the problems raised by the report.

The Committee also reiterated the additional recommendation made in its Fourth Report 1963 that preparation of the annual financial statements for the Unemployment Insurance Fund should be made a statutory responsibility of the Unemployment Insurance Commission and that the statements should be reported on by the Auditor General.

After having a report from departmental officers, the Committee in its Fourteenth Report 1966-67 indicated its understanding that legislation was to be brought before the House covering the report of the Committee of Inquiry. *See paragraph 305 of Volume II of this Report.*

5. OFFICE OF THE AUDITOR GENERAL. In the opinion of the Committee, it is fundamental that this independent auditing office be strong, capable, efficient and equipped to operate in accordance with the high standards of independence and objectivity expected of professional accountants, with respect to the legal duties.

In its Third Report 1966-67 the Committee reiterated its opinion that as an officer of Parliament the Auditor General should have the right to recruit the professional and senior staff he needs in the same independent manner as do other officers of Parliament and added that the Auditor General's establishment should continue to be set in the same manner as government departments. *See paragraph 8 of this Report.*

#### Sixth Report 1964-65—presented to the House on October 20, 1964

6. ASSISTANCE TO PROVINCES BY THE ARMED FORCES IN CIVIL EMERGENCIES. The Committee noted that certain provinces had not settled outstanding accounts with the Department of National Defence relating to assistance provided by the Armed Forces in civil emergencies in prior years. It also noted that as the Department had not been successful in collecting the accounts, they had been referred to the Executive for direction but such direction had not as yet been received. The Committee directed the Auditor General to inform it of the final outcome of these matters.

In its Fifth Report 1968-69 the Committee expressed the opinion that, while the Federal Government should continue to assist the provinces in civil emergencies, outstanding accounts should be settled in view of the agreements to pay, or agreement must be reached on cost-sharing. It considered that this item should be included on the agenda of a future Federal-Provincial Conference for clarification and requested the Auditor General to keep it informed on further developments. *See paragraph 108 of this Report.*

7. PENSION AWARDS EFFECTIVE AT AN EARLY AGE. The Committee noted that the Department of National Defence has been conducting a general review of the benefits payable under the Canadian Forces Superannuation Act and has been considering the advisability of introducing deferred pensions similar to those provided for under the Public Service Superannuation Act and that this review is continuing. The Committee requested the

Auditor General to keep it informed as to the progress being made in the introduction of deferred pension benefits for servicemen retiring at comparatively early ages.

In its Sixth Report 1966-67 the Committee noted that the departmental studies were almost complete but that it would take some time for the Department to examine them and arrive at conclusions. The Committee requested the Auditor General to keep Members of the House informed of the progress being made. *See paragraph 100 of this Report.*

8. ERRORS IN PUBLIC SERVICE SUPERANNUATION ACCOUNT PENSION AND CONTRIBUTION CALCULATIONS. The Committee expressed concern that this matter (first drawn to the attention of the Department of Finance by the Auditor General in 1959), which it regards as being very serious, is taking so long to be corrected. It requested the Auditor General to keep it fully informed.

In its Seventh Report 1966-67 the Committee noted that immediate steps were being taken to include in the internal auditing procedures of the Superannuation Branch an examination of the employee's contributions in relation to his salary and the documents on file. It requested the Auditor General to continue to keep it fully informed. *See paragraph 179 of this Report.*

9. INTEREST CHARGES ON LOANS TO THE NATIONAL CAPITAL COMMISSION. The Committee recorded how, in its Fourth Report 1963, it had expressed the view that since outlays on properties such as those held by the National Capital Commission are expenditures of the Crown rather than income-producing investments, it would be more realistic were Parliament asked to appropriate the funds in the years in which properties, which are not to be specifically held for resale, are to be acquired, instead of leaving the expenditure involved in the repayment of loans to be absorbed in future years.

After hearing further evidence, the Committee stated it continues to hold the view that outlays on properties such as these are expenditures of the Crown rather than income-producing investments, and that Parliament should be asked to appropriate the funds in the years in which the properties are to be acquired. It pointed out that if this were done it would eliminate the need for Parliament to appropriate funds to the Commission to service loans made under the present practice. The Committee repeated its request that the Department of Finance review the existing practice with the National Capital Commission with a view to placing the financing of the Commission on a more realistic basis.

In its Seventh Report 1966-67 the Committee repeated its views on this matter and stated that it was glad to note the undertaking of the Department of Finance to review and discuss the accounting treatment involved with the Auditor General. *See also item 25 of this Appendix, paragraph 71 of this Volume and paragraphs 229 and 281 of Volume II of this Report.*

10. INDIRECT COMPENSATION TO CHARTERED BANKS. The Committee recalled that, in its Fourth Report 1963, it had advised the House that it was in agreement with the view of the Auditor General that the arrangement existing between the chartered banks and the Government of Canada does constitute indirect compensation to the chartered banks and that this may be construed as being contrary to the intent of section 93(1) of the Bank Act.

The Committee reiterated its belief that, if the banks are to be compensated for services provided to the Crown, consideration should be given to the most equitable



manner in which this may be done, with statutory sanction being given by means of an appropriate amendment to the Bank Act, possibly at the time of the decennial revision in 1965.

In its Seventh Report 1966-67 the Committee noted that notwithstanding this recommendation, Bill C-222, An Act respecting Banks and Banking, given first reading on July 7, 1966, includes a provision under subclause (2) of clause 93 designed to permit the continuation of the practice of compensating the banks indirectly for services provided to the Crown by keeping non-interest-bearing funds (currently an aggregate of \$100 million) on deposit with them.

In the opinion of the Committee the proposed amendment does not meet its recommendation. *See paragraph 72 of this Report.*

11. **THE CANADA COUNCIL.** The Committee stated that, in its Fourth Report 1963, it had noted that the Council proposed to accept the 1956 census as a basis for distribution of the profits realized and interest earned on the University Capital Grants Fund and also to accept the "hotch-pot" or trust fund approach to this distribution. Because of doubts expressed by other legal counsel and the Auditor General as to the propriety of applying these bases, the Committee had postponed further consideration of the matter.

The Committee was informed that in the interim the Council had proceeded to allocate and distribute funds resulting from profits realized and interest earned on the foregoing bases. The Committee regarded the approach as a reasonable one, but because of the conflicting views held as to whether the action taken is *ultra vires* of subsection (2) (b) of section 17 of the Canada Council Act, recommended that steps be taken to seek amending legislation to provide clear authority for the Council to use the 1956 census and the "hotch-pot" approach in the distribution of interest and profits in respect of the University Capital Grants Fund.

In its Third Report 1966-67 the Committee again reiterated its recommendation and requested the Canada Council to formally request the Government to give consideration to the required amending legislation with the object of having it considered by Parliament prior to the final closing out of the University Capital Grants Fund. *See paragraph 310 of Volume II of this Report.*

#### **Seventh Report 1964-65—presented to the House on December 7, 1964**

12. **SURPLUS ASSETS DISPOSAL.** The Committee expressed deep concern that while physical inventory quantities are maintained and are readily available in respect of all the equipment and supply items maintained by the Department of National Defence, the purchase cost of the materials, including supplies and equipment stores at supply depots and at repair and overhaul contractors' establishments, is not available. In accordance with sound business practice, it would be reasonable to ascertain, for the purposes of financial management control, the value of the inventory and what it costs to store and handle such an inventory.

While the Committee expressed its satisfaction with the supervisory methods exercised by the Department of National Defence over its physical inventory quantities, it did not see how the Department can perform a really effective job of inventory management without knowing the value of the inventory and what it costs to carry it. Furthermore, the lack of any cost or carrying values has rendered it difficult for the Committee either to form any reasonable estimate of the value of the supplies on hand

or to determine what would seem to be a reasonable inventory level for a department the size of the Department of National Defence to maintain for the requirements of the three Armed Forces. In this connection it should be borne in mind that appropriations approved for the Department of National Defence have aggregated an average of \$1,646 million annually, of which \$421 million related to equipment, materials and supplies, over the past five years so that it does not seem unreasonable for the Committee to expect that some maximum dollar figure of values should be established to govern the size of the inventory. It was explained to the Committee by the officials of the Department of National Defence that the Department has been studying this matter for some time and the hope is entertained that it will be possible in due course to record the dollar value of this stock subject to the extent to which the recommendations of the Royal Commission on Government Organization are implemented in the years ahead. The Committee found general agreement that the determination of this would contribute materially to an improvement in the management of an inventory of this size.

The Committee made four recommendations of which the following has not yet been implemented:

that every effort be made by the Executive to introduce at as early a date as possible an effective accounting change in the operations of the Department of National Defence whereby inventory quantities can be costed on acquisition and recorded in the quarterly or periodic inventory listings made by the Department.

#### **Eighth Report 1964-65—presented to the House on December 7, 1964**

#### **13. AWARDS UNDER THE PENSION ACT.** The Committee made the following recommendations designed to clarify the Act (*see paragraph 191 of this Report*):

- (a) that the extent of the powers delegated to the Commission under section 25 of the Act, "to grant a compassionate pension, allowance or supplementary award in any case that it considers to be specially meritorious" where the applicant is otherwise unqualified to receive such an award, be clarified by defining the term "specially meritorious";
- (b) that the ambiguity under the Act whereby section 40 (2) appears to contemplate that a pension in respect of death of a member of the forces be limited to a single class of recipient whereas other sections of the Act provide that payments in respect of a death may be made concurrently to a widow (section 37), children (section 26) and parents (section 38), be eliminated;
- (c) that the inconsistency apparent under section 38 of the Pension Act, where pensions awarded to widowed mothers under subsection (3) thereof, which requires that the parent must be incapacitated by mental or physical infirmity from earning a livelihood, are by reason of subsection (7) being continued in payment even though the widowed mothers have subsequently been able to undertake full-time employment, be removed;
- (d) that consideration be given to adding a section to the Pension Act similar to section 18 of the War Veterans Allowance Act to deal with cases where it appears to the Commission that there had been a deliberate disposal of property for the purpose of qualifying for a dependent parent award;
- (e) that, having regard for section 40 (1) of the Pension Act which provides that no person shall be awarded more than one pension in respect of death, the Commission reconsider the legality of its decision to permit an award to a dependent parent of a second pension in respect of the death of a child after the rights to a pension awarded in respect of the death of another child have been lost under the terms of section 45 (2) of the Act.

#### **14. WAR VETERANS ALLOWANCES.** The Committee made the following recommendations (*see paragraph 192 of this Report*):

- (a) the Committee, after taking note of the increasing number of overpayments arising mainly from veterans making false or misleading statements, and of the fact that, although 80 such cases had

been referred to the Board by the Auditor General in 1962 and 1963, in none of these had legal action been instituted, recommends that all cases of deliberate deception which come to notice be vigorously prosecuted;

- (b) that in cases where the presence of a child is the reason for an award at married rates, the income of the child, except income specifically exempted under the Act, be taken into account in determining the amount of the award.

In its Fifth Report 1968-69 the Committee expressed concern that its previous recommendation that cases of fraud with respect to war veterans allowances be "vigorously prosecuted" could be interpreted by some as indicating that the Committee's sole interest is in the recovery of the money. The Committee was aware that there may be mitigating circumstances and therefore recommended that the word "vigorously" be deleted.

15. AMENDMENTS TO THE CUSTOMS ACT AND THE EXCISE TAX ACT. The Committee made four recommendations of which the following has not yet been implemented (*see paragraph 130 of this Report*):

Determination of 'sale price' for sales tax purposes—

that an amendment be made to the Excise Tax Act designed to give statutory sanction to the existing scheme of valuation followed by the Department of National Revenue in authorizing manufacturers by regulation to compute the sales tax on less than the actual sale price.

16. GENERAL ELECTION EXPENDITURE. The Committee noted the practice followed over the years of making accountable advances to election officers for the payment of office rental and various other expenses incurred in connection with an election. It noted that the Chief Electoral Officer in his report to the Speaker of the House of Commons on the 1962 general election had recommended that the Canada Elections Act be amended to provide for the payment of an accountable advance to an election officer, limited to an amount which might be necessary to defray such office and other incidental expenses as may be approved under the tariff of fees, costs, allowances and expenses.

The Committee recorded its support of this recommendation by the Chief Electoral Officer and expressed the hope that the amendment will be considered by Parliament at an early date. *See paragraph 64 of this Report.*

17. ACCOUNTS NOT EXAMINED BY THE AUDITOR GENERAL. The Committee noted that although this officer of Parliament is the auditor of the majority of the Crown corporations, it has not been the practice of successive governments to appoint the Auditor General the auditor of seven of the Crown corporations and other public instrumentalities and that therefore their accounts have not been examined and reported upon by him to the House. The Committee expressed its belief that it would be in the best interests of Parliament in its control of public funds were the Auditor General empowered to audit the accounts of all of the Crown corporations, agencies and public instrumentalities owned or controlled by the Crown, wherever they may be, and to report thereon to the House.

The Committee therefore recommended:

- (a) that the Auditor General be appointed either the sole auditor or a joint auditor pursuant to subsection (2) of section 77 of the Financial Administration Act, of each Crown corporation, agency and other public instrumentality in respect of which other auditors have been or may be appointed;
- (b) that in cases where such other auditors are appointed, they function as joint auditors with the Auditor General, and that such appointments be made by the Government.



In its Third Report 1966-67 the Committee repeated this recommendation. *See also item 33 of this Appendix and paragraph 259 of Volume II of this Report.*

18. AUDIT OF THE OFFICE OF THE AUDITOR GENERAL. The Committee noted that pursuant to the provisions of section 75 of the Financial Administration Act, an officer of the public service nominated by the Treasury Board examines and certifies to the House of Commons in accordance with the outcome of his examinations the receipts and disbursements of the Office of the Auditor General.

The Committee recommended that this section of the Financial Administration Act be amended to provide that the receipts and disbursements of the Office of the Auditor General be examined by a qualified person nominated by Parliament through its Standing Committee on Public Accounts, and that such person should report thereon to the House of Commons. In its Third Report 1966-67 the Committee reiterated this recommendation.

### Third Report 1966-67—presented to the House on June 28, 1966

19. SALARY OF THE AUDITOR GENERAL. The Committee noted that whereas the salaries paid to the senior deputy ministers and others were substantially increased with effect from December 1, 1965, no proposal had been made to the House by the Government to adjust the salary of the Auditor General whose salary is fixed pursuant to section 65(2) of the Financial Administration Act.

In order to render the Auditor General independent of the Executive in this regard, the Committee recommended that section 65(2) of the Financial Administration Act be amended to provide that the Auditor General shall out of the Consolidated Revenue Fund be paid a salary not less than the highest amount being paid to a senior deputy minister in the public service of Canada.

20. SEPARATE ACT OF PARLIAMENT. The Committee is of the opinion that all of the characteristics, duties and functions of the Office of the Auditor General should be set out in a separate Act of Parliament governing this Office instead of being a part of the Financial Administration Act.

The Committee requested the Auditor General to consult his legal advisers and to co-operate with them in drafting such an Act for submission to the Committee and to the Government. *See paragraph 9 and Appendix 2 of this Report.*

21. STANDING COMMITTEE ON PUBLIC ACCOUNTS. The Committee has studied an arrangement in Australia whereby the Public Accounts Committee is appointed under an Act of Parliament instead of under terms of reference by the House of Commons as is the case in Canada.

The Committee believes that control of public expenditure of the size and complexity taking place in Canada today requires a Committee established by statute and recommended that legislation of this type be introduced in the House.

The Committee further recommended that the annual Public Accounts and the Report of the Auditor General be referred to the Public Accounts Committee at the time they are tabled in the House.

**Fifth Report 1966-67—presented to the House on October 19, 1966**

22. **POSSIBLE LOSS OF REVENUE WHEN GOODS LOSE TAX-EXEMPT STATUS.** The Committee noted the manner in which the Customs and Excise Division of the Department of National Revenue places on owners and importers the onus for reporting any duty or tax which might become payable on non-tax paid equipment or goods. The Department maintains no control on such goods and consequently it is possible for equipment or goods to lose tax-exempt status without this coming to the attention of the Department, in which case there would be a loss of revenue to the Crown.

The Committee urged the Department to strengthen its procedures wherever possible so as to minimize any possible loss of revenue to the Crown.

23. **DRAWBACK PAID ON GOODS DESTROYED AFTER RELEASE FROM CUSTOMS.** The Committee was concerned to note that it had been the practice of the Department of National Revenue (Customs and Excise Division) to recommend to the Governor in Council that duty drawbacks or remissions be made on goods "destroyed in Canada at the expense of the owner under Customs supervision" when section 22(6) of the Financial Administration Act directs that: "No tax paid to Her Majesty on any goods shall be remitted by reason only that after the payment of the tax and after release from the control of customs or excise officers, the goods were lost or destroyed."

The Committee is of the opinion that the Department should adopt a stricter attitude towards requests for refunds and remissions based on circumstances which lie outside of normal business practice.

24. **TAX EXEMPTIONS FOR PARTICULAR GROUPS.** Parliament from time to time grants exemptions from sales tax and/or other taxes to institutions such as hospitals or schools and groups of consumers such as loggers, farmers, etc. In the course of discussions with departmental officers and the Auditor General, there were indications that in some cases the benefits of such tax exemptions are enjoyed by those whom Parliament had not intended to assist. The Committee is aware that special exemptions increase the complexities of administering the tax law but, nevertheless, it feels that the laws must be administered so as to ensure that exemptions granted by Parliament are applied only in the way Parliament intended.

The Committee urged the Customs and Excise Division of the Department of National Revenue in its administration of special exemptions always to see to it that the benefits from these exemptions go to, and only to, those for whom Parliament intended them.

**Seventh Report 1966-67—presented to the House on October 26, 1966**

25. **LOANS AND ADVANCES REPRESENTING GRANTS TO CROWN CORPORATIONS.** The Committee again criticized the practice of treating amounts paid to a Crown corporation, which did not have means to repay them, as loans and advances rather than expenditures of the Crown. The Committee was disturbed to learn that not only had the financing in this manner of the National Capital Commission not been reviewed by the Department of Finance as requested by it (see item 9) but the practice had been continued and further extended by the Department of Finance in 1965 when the House was asked to approve loans aggregating \$14,250,000 to the Canadian Broadcasting Corporation to finance capital requirements which in the past were financed by grants charged to budgetary expenditure.

The Committee again expressed the opinion that expenditures of this type are not loans or advances which can or should be regarded as revenue-producing assets but are in fact grants and should be charged directly to budgetary expenditure in the Public Accounts of Canada. The Committee noted the undertaking of the Department of Finance to review and discuss the accounting treatment involved with the Auditor General and expects the latter's report thereon in due course. *See paragraph 71 of this Volume and paragraph 229 of Volume II of this Report.*

26. PRAIRIE FARM EMERGENCY FUND. The Committee believes it is important that the matters referred to by the Auditor General in paragraph 46 of his 1964 Report and paragraph 52 of his 1965 Report be rectified and recommended that appropriate legislation be introduced as soon as possible. It requested the Auditor General to keep the matter before the House and the Committee.

#### **Eighth Report 1966-67—presented to the House on November 3, 1966**

27. REPAIRS AND ALTERATIONS TO CANADIAN COAST GUARD SHIPS. The Auditor General, in paragraph 85 of his 1964 Report, drew attention to an instance where a ship repairer commenced operations under a contract involving a consideration of \$43,346 but the work actually performed under the contract amounted to \$130,851 before the ship was returned to service.

The Committee appreciates the problem faced by the Department of Transport when ships for which certain repairs have been contracted for require additional repairs, the need for which is not evident until the ship is opened up.

The Committee also appreciates the danger pointed out by the Auditor General that a shipyard could deliberately bid too low for the repairs specified in order to get the ship into its yard, and then recoup any loss sustained by including excessive profits in charges for the carrying out of the additional work that is found to be required after the ship has been opened up. The Committee feels that everything possible should be done to assure the Canadian taxpayer that the tender system in the case of ship repairs is working to ensure that costs of these repairs are not excessive, and it discussed with departmental officers various ways in which this continuing problem might be overcome.

The Committee recommended that, in addition to all other methods which the Department might be able to employ in controlling the cost of extras, ship repair contracts be drawn up to provide that when extras are involved they shall be undertaken on a cost-plus or a modified cost-plus basis, the profit to be limited to the percentage of profit realized on the original contract price, with a proviso that no loss be suffered on the extras and with the entire contract subject to cost audit by government auditors.

28. COST OF SALVAGING SUNKEN VESSEL. The Committee is of the opinion that costs of recovering a sunken vessel, the oil cargo of which was a threat to waterfowl, marine life and coastal property, should be the responsibility of the owner of the vessel and recommended that the Department of Transport take immediate steps to introduce the necessary legislation so that the Crown may be protected from such costs in future. *See paragraph 182 of this Report.*



29. **COST OF ABANDONED DESIGN PLANS FOR FERRY VESSEL.** The Committee discussed with officers of the Department of Transport and the Canadian National Railways the additional payment of \$20,000 which had to be made to the architects who were preparing plans for a ferry vessel to operate between Newfoundland and the mainland.

In the opinion of the Committee this additional expenditure resulted because the Department and the C.N.R. had not come to an agreement as to whether the ferry vessel was to be a full icebreaker or simply an ice-strengthened ship, and emphatically stated that the Department should ensure in future that agreement is reached before architects are asked to proceed with the preparation of plans.

Although the Treasury Board had approved payment to the architects of the final amount of \$130,000 for the preparation of these plans, the Board had not been advised that this represented an increase of \$20,000 over the amount which the architects had originally agreed to accept for the assignment.

The Committee feels very strongly that the Treasury Board must be given all facts when it is being requested to approve of contracts, and it urged the Department to see that future submissions to the Board are complete in this respect.

The Committee, recognizing that the ferries operated by the Canadian National Railways on behalf of the Department of Transport are in effect rail links, recommended that consideration be given to the assuming by the Railways of responsibility for the procurement of ferry vessels as is done with respect to rolling stock requirements.

30. **INADEQUATE CONTROL OF STORES AT NORTHERN LOCATIONS.** Following consideration of the situation disclosed in paragraph 104 of the Auditor General's 1965 Report, the Committee stated that it regards this matter as being of the utmost importance and urged the Department of Indian Affairs and Northern Development to establish adequate controls on all stores in the North with the least possible delay. *See paragraph 83 of this Report.*

#### **Tenth Report 1966-67—presented to the House on February 7, 1967**

31. **SALARIES AND WAGES PAID FOR WORK NOT PERFORMED.** The Committee reviewed the practice of the Canadian Broadcasting Corporation in making payments to employees for scheduled hours during daily or weekly tours of duty in excess of actual hours of attendance, noting that such payments aggregate \$450,000 per annum. The Committee considered that public funds should not be disbursed for work not performed and that managements of Crown corporations have a responsibility to ensure that the taxpayer's money is not used for non-productive work of this nature. The Committee recommended that such payments be eliminated by the management as and when the present union agreements come up for renewal. *See paragraph 54 of this Report.*
32. **PROPOSED REMOVAL ALLOWANCE.** The Committee recommended that the Department of National Defence give consideration to recommending the establishment of a cash allowance for members of the Armed Forces being transferred equivalent to 90% of the estimated costs of moving their furniture and that it advise the Chairman of the Committee and the Auditor General of its decision.

In its Fifth Report 1968-69 the Committee noted that the Deputy Minister of National Defence had advised that disadvantages in such a scheme were such as to make it unwise to establish a cash allowance. However, the Committee remained of the opinion that serious consideration should be given to such a plan and requested the Deputy Minister of National Defence to review this subject and report.

## Eleventh Report 1966-67—presented to the House on February 7, 1967

33. CENTRAL MORTGAGE AND HOUSING CORPORATION—APPOINTMENT OF AUDITORS. The Committee strongly reiterated its previous recommendation that the Auditor General of Canada should be the auditor or a joint auditor of all Crown corporations, agencies and public instrumentalities owned or controlled by the Crown wherever they may be and that he report thereon to the House. The Committee therefore recommended that the Auditor General of Canada be appointed the auditor or joint auditor of Central Mortgage and Housing Corporation. *See also item 17 of this Appendix and paragraph 259 of Volume II of this Report.*
34. CENTRAL MORTGAGE AND HOUSING CORPORATION—REPORTS OF THE AUDITORS. The Committee is of the opinion that it is entitled to be furnished with copies of all reports made by the external auditors of any Crown corporation and requested that the Minister responsible for Central Mortgage and Housing Corporation instruct the Corporation to make these available to the Committee for the fiscal years ended December 31, 1963 and December 31, 1964 and to do so without further delay.

## Twelfth Report 1966-67—presented to the House on February 9, 1967

35. RECONSTITUTION OF FINANCIAL STRUCTURE OF THE NATIONAL HARBOURS BOARD. The Committee is concerned that there appears to be little prospect of the National Harbours Board being in a position to meet its principal and interest obligations and recommended that the financial structure of the Board be reconstituted. In this connection it was pleased to receive assurances that this matter was to be dealt with by the Department of Finance and the Board within the next twelve months. *See paragraph 282 of Volume II of this Report.*

## Thirteenth Report 1966-67—presented to the House on March 1, 1967

36. PARLIAMENTARY CONTROL OF EXPENDITURE. The Committee expressed the opinion that there is a weakening of parliamentary control when Parliament is unable to take the time to examine in detail the amounts being requested as interim supply particularly when these exceed the normal one-twelfth for each month for which interim supply is requested. It considers it unfortunate that the parliamentary rules do not provide for immediate consideration of the Estimates after they are presented to the House so that the proposed spending can be approved and interim supply would not be required so extensively. It feels that the rules could and should be changed in this regard in order not only to strengthen parliamentary control of public funds but to give the Executive the clear mandate it deserves in the discharge of its heavy responsibilities.

The Committee submitted recommendations designed to strengthen parliamentary control of public expenditures in the future of which the following is still outstanding (*see paragraph 47 of this Report*):

that there be no change in the Treasury Board's procedure whereby it is the agency which determines the Government's overall cash requirements in stated areas, e.g. salary increases. However once this determination is completed and the individual departmental needs established, the Committee believes that the additional amount required by each department should be made the subject of a supplementary estimate prepared by the department concerned for submission to Parliament for its consideration and appropriation in the usual manner.

## Fifth Report 1968-69—presented to the House on June 26, 1969

37. EXCESSIVE ADVANCE PAYMENTS UNDER CONTRACTS. The Committee noted that an advance payment of \$6.7 million, the full amount of a contract, had been made in March 1966 under a contract entered into on March 21, 1966. The Committee did not approve of the circumventing of the lapsing provision of section 35 of the Financial Administration Act in this way and recommended that the Treasury Board instruct departments not to contract themselves into obligations to make advance payments in order to avoid the lapsing of any portion of an appropriation.



### Proposed Auditor General of Canada Act

Notes: (1) Italicised words indicate significant changes from the wording of the Financial Administration Act in 1967.

(2) Because of amendments to the Financial Administration Act, some of the sections referred to in that Act differ from what they were when this proposed Act was drafted in 1967.

#### An Act respecting the Auditor General of Canada

HER Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

#### Short Title

1. This Act may be cited as the Auditor General of Canada Act.

#### Interpretation

2. (1) In this Act

(a) "Auditor General" means the Auditor General of Canada;

(b) "Crown corporation" means a corporation that is ultimately accountable, through a Minister, to Parliament for the conduct of its affairs and includes *a departmental corporation, an agency corporation and a proprietary corporation*;

(c) "Minister" means the Minister of Finance and Receiver General of Canada;

(d) "public property" means property, immovable or movable, real or personal, belonging to Her Majesty in right of Canada and includes property belonging to a Crown corporation.

(2) Unless otherwise provided in this Act the following words and expressions used in this Act have the same meaning as in the Financial Administration Act,

(a) "agency corporation";

(b) "appropriation";

(c) "Consolidated Revenue Fund";

(d) "department";

(e) "departmental corporation";

(f) "money";

(g) "money paid to Canada for a special purpose";

(h) "negotiable instrument";

(i) "proprietary corporation";

(j) "public money";

(k) "public officer";

(l) "registrar";

(m) "Treasury Board";

(n) "securities".

#### Auditor General

3. (1) The Governor in Council shall by commission under the Great Seal of Canada appoint an officer called the Auditor General of Canada.

## Corresponding sections of the Financial Administration Act

## Explanation of changes proposed

New

New

Section 76.(1)(c) “ “Crown corporation” means a corporation that is ultimately accountable, through a Minister, to Parliament for the conduct of its affairs, and includes the corporations named in Schedule B, Schedule C and Schedule D;”

Section 2.(i) “ “Minister” means the Minister of Finance and Receiver General;”

New

2.(1)(d) See also sections 9, 13(2) and 17 and comments under section 9 of the proposed Auditor General of Canada Act.

New

2.(2)(a) to (n) In order to avoid ambiguity or inconsistency the definitions ascribed to these terms in the Financial Administration Act are carried into the proposed Auditor General of Canada Act.

Section 65.(1) “The Governor in Council shall by commission under the Great Seal of Canada appoint

3. Except for tenure of office, section 3 of the proposed Auditor General of Canada Act is the same in

(2) The Auditor General holds office until he has attained the age of sixty-five years *but his term of office may be extended by the Governor in Council for a period not exceeding five years.*

(3) Notwithstanding subsection (2), the Auditor General is removable by the Governor General on address of the Senate and House of Commons.

4. The Auditor General shall out of the Consolidated Revenue Fund be paid *each year a salary in an amount not less than the maximum amount of the salary payable to a Deputy Minister in the Public Service of Canada in such year.*

5. The Governor in Council may appoint a person temporarily to perform the duties of the Auditor General during a vacancy in the office of Auditor General.

#### Staff of Auditor General

6. (1) The Auditor General may

- (a) appoint such officers and employees as are necessary to enable the Auditor General to perform his duties;
- (b) subject to the provisions of subsection (2), prescribe the conditions of their employment with the approval of the Treasury Board;
- (c) prescribe the duties of such officers and employees; and
- (d) suspend from the performance of his duty or remove or dismiss any officer or employee so appointed by him.

(2) The officers and employees of the Auditor General appointed as provided in subsection (1) shall be paid such salaries and expenses as are fixed by the Auditor General with the approval of the Treasury Board.

(3) The Auditor General may designate one or more of the officers appointed as provided in subsection (1) as Assistant Auditor General or Assistant Auditors General. The Assistant Auditor General or, if there are more than one, an Assistant Auditor General in order of seniority, as determined by the Auditor General, shall act for the Auditor General in his absence.

(4) Each officer and employee employed by the Auditor General under this section shall, before any remuneration is paid to him, take and subscribe the oath of allegiance and the oath of office and secrecy set out in Schedule A.



an officer called the Auditor General of Canada to hold office during good behaviour until he attains the age of sixty-five years, but he is removable by the Governor General on address of the Senate and House of Commons."

substance as section 65(1) of the Financial Administration Act. The change in form has been made to reflect current governmental drafting as evidenced by the Representation Commissioner Act (Statutes of Canada, 1963, chapter 40).

Under the Public Service Superannuation Regulations persons having the rank of deputy head may, with the approval of the Prime Minister, continue in office on a year to year basis after attainment of age 65. It is considered desirable that some flexibility in the tenure of office of the Auditor General should also be provided for. Accordingly, subsection (2) of section 3 of the proposed Auditor General of Canada Act empowers the Governor in Council to extend the tenure of office of the Auditor General for a maximum period of five years.

Section 65.(2) "The Auditor General shall out of the Consolidated Revenue Fund be paid a salary of thirty thousand dollars per annum."

4. In order to remove the Auditor General's dependence upon the introduction by the Executive of a special bill to adjust his salary, the Public Accounts Committee has recommended:

"that section 65(2) of the Financial Administration Act be amended to provide that the Auditor General shall out of the Consolidated Revenue Fund be paid a salary not less than the highest amount being paid to a senior deputy minister in the public service of Canada." (Third Report to the House, June 28, 1966. Minutes of Proceedings June 23, 1966, page 853).

Section 4 of the proposed Auditor General of Canada Act gives effect to this recommendation.

Section 65.(5)—identical.

Section 65.(4) "Such officers and employees as are necessary to enable the Auditor General to perform his duties shall be appointed in accordance with the provisions of the Civil Service Act."

6. The Public Accounts Committee has stated that: "It continues to be the opinion of the Committee that it is fundamental that the Office of the Auditor General of Canada be strong, capable, efficient and equipped to operate in accordance with the high standards of independence and objectivity expected of professional accountants. The Committee believes that as an officer of Parliament, the Auditor General should have the right to recruit the professional and senior staff he needs, in the same independent manner as do other officers of Parliament and that the Auditor General's establishment be set in the same manner as government departments." (Third Report to the House, June 28, 1966. Minutes of Proceedings June 23, 1966, page 852).

Section 6 of the proposed Auditor General of Canada Act gives effect to this recommendation. This section is similar to section 10 of the Representation Commissioner Act which provides as follows:

"10.(1) The Commissioner may

(a) appoint such officers and employees as are necessary for the proper conduct of the work of the Office of the Commissioner; and

7. The Auditor General and the officers and employees of the Auditor General appointed as provided in subsection (1) of section 6 shall be deemed to be persons employed in the Public Service for the purpose of the Public Service Superannuation Act.

8. The Auditor General may engage the services of counsel, accountants and other experts to advise him in respect of any matter arising out of his duties and may pay proper and reasonable compensation to such counsel, accountants and other experts for such services.

9. Notwithstanding any other Act,

(a) the Auditor General is entitled to be appointed the auditor of a Crown corporation; and

(b) where a person other than the Auditor General is appointed the auditor of a Crown corporation, the Auditor General shall be a joint auditor of such corporation.

#### Duties of the Auditor General

10. The Auditor General shall examine in such manner as he may deem necessary the accounts relating to the Consolidated Revenue Fund and to public property and shall ascertain whether in his opinion

(a) the accounts have been faithfully and properly kept;

(b) prescribe the duties of such officers and employees and, subject to the approval of the Treasury Board, prescribe the conditions of their employment.

(2) The officers and employees of the Commissioner appointed as provided in subsection (1) shall be paid such salaries and expenses as are fixed by the Commissioner with the approval of the Treasury Board."

Section 65.(3) "The provisions of the Public Service Superannuation Act, except those relating to tenure of office, apply to the Auditor General."

7. Section 7 of the proposed Auditor General of Canada Act ensures to the Auditor General and his staff the benefits of the Public Service Superannuation Act. A similar provision is contained in the Representation Commissioner Act which provides as follows:

"12. The Commissioner and the officers and employees of the staff of the Commissioner appointed as provided in subsection (1) of section 10 shall be deemed to be persons employed in the Public Service for the purposes of the Public Service Superannuation Act."

8. Section 8 of the proposed Auditor General of Canada Act provides statutory authority for engagements now authorized or required to be authorized by the Governor in Council.

9. See also sections 2(1)(d), 13(2) and 17 of the proposed Auditor General of Canada Act.

The Public Accounts Committee has expressed its belief that:

"it would be in the best interests of Parliament in its control of public funds were the Auditor General empowered to audit the accounts of all of the Crown corporations, agencies and public instrumentalities owned or controlled by the Crown, wherever they may be, and to report thereon to the House"

and has recommended

"(a) that the Auditor General be appointed either the sole auditor or a joint auditor pursuant to subsection (2) of section 77 of the Financial Administration Act, of each Crown corporation, agency and other public instrumentality in respect of which other auditors have been or may be appointed;

(b) that in cases where other auditors are appointed, they function as joint auditors with the Auditor General, and that such appointments be made by the government." (Third Report to the House, June 23, 1966. Minutes of Proceedings June 23, 1966, page 852).

Effect is given to these recommendations by section 2(1)(d), section 9, section 13(2) and section 17 of the proposed Auditor General of Canada Act.

New

Section 77.(2) "Notwithstanding any other Act, the Auditor General is eligible to be appointed the auditor, or a joint auditor, of a Crown corporation."

New

Section 67.—identical.



(b) all public money has been fully accounted for, and the rules and procedures applied are sufficient to secure an effective check on the assessment, collection and proper allocation of the revenue;

(c) money has been expended for the purposes for which it was appropriated by Parliament, and the expenditures have been made as authorized; and

(d) essential records are maintained and the rules and procedures applied are sufficient to safeguard and control public property.

11. The Auditor General shall

(a) make such examination of the accounts and records of each registrar as he deems necessary, and such other examinations of a registrar's transactions as the Minister may require; and

(b) when and to the extent required by the Minister, participate in the destruction of any redeemed or cancelled securities or unissued reserves of securities, authorized to be destroyed *by the provisions of the Financial Administration Act*;

and may, by arrangement with the registrar, maintain custody and control, jointly with the registrar, of cancelled and unissued securities.

12. The Auditor General shall examine and certify in accordance with the outcome of his examinations the several statements required *by the provisions of the Financial Administration Act* to be included in the Public Accounts, and any other statement that the Minister may present for audit certificate.

13. (1) The Auditor General shall report annually to the House of Commons the results of the examinations required to be made by him by this Act and shall call attention to every case in which he has observed that

(a) any officer or employee has wilfully or negligently omitted to collect or receive any money belonging to Canada;

(b) any public money was not duly accounted for and paid into the Consolidated Revenue Fund;

(c) any appropriation was exceeded or was applied to a purpose or in a manner not authorized by Parliament;

(d) an expenditure was not authorized or was not properly vouched or certified;

(e) there has been a deficiency or loss through the fraud, default or mistake of any person; or

(f) a special warrant authorized the payment of any money;

and to any other *matter* that in his opinion should be brought to the attention of the House of Commons.

(2) The Auditor General shall include in the report made by him as provided in subsection (1), such information as in his opinion should be brought to the attention of the House of Commons in relation to the accounts and financial statements of any Crown corporation and the report of the Auditor or joint auditors thereon.

(3) The report of the Auditor General shall be laid before the House of Commons by the Minister on or before the 31st day of December or, if Parliament is then not in session, within fifteen days after the commencement of the next ensuing session and, if the Minister

Section 68. "The Auditor General shall

- (a) make such examination of the accounts and records of each registrar as he deems necessary, and such other examinations of a registrar's transactions as the Minister may require, and
  - (b) when and to the extent required by the Minister, participate in the destruction of any redeemed or cancelled securities or unissued reserves of securities, authorized to be destroyed under this Act,
- and may, by arrangement with the registrar, maintain custody and control, jointly with the registrar, of cancelled and unissued securities."

Section 69. "The Auditor General shall examine and certify in accordance with the outcome of his examinations the several statements required by section 64 to be included in the Public Accounts, and any other statement that the Minister may present for audit certificate."

Section 70.(1) "The Auditor General shall report annually to the House of Commons the results of his examinations and shall call attention to every case in which he has observed that

- (a) any officer or employee has wilfully or negligently omitted to collect or receive any money belonging to Canada,
- (b) any public money was not duly accounted for and paid into the Consolidated Revenue Fund,
- (c) any appropriation was exceeded or was applied to a purpose or in a manner not authorized by Parliament,
- (d) an expenditure was not authorized or was not properly vouched or certified,
- (e) there has been a deficiency or loss through the fraud, default or mistake of any person, or
- (f) a special warrant authorized the payment of any money,

and to any other case that the Auditor General considers should be brought to the notice of the House of Commons."

New

13.(1) Section 13 of the proposed Auditor General of Canada Act is identical with section 70(1) of the Financial Administration Act except for the italicised word. Section 87(1) of the Financial Administration Act requires that the auditor of a Crown corporation report the results of his examination of the accounts and financial statements of such corporation to the appropriate Minister and specifies the particular matters which the report must contain. Section 87(1) also requires that:

"the auditor shall call attention to any other matter falling within the scope of his examination that in his opinion should be brought to the attention of Parliament."

It is considered desirable that the omnibus provision of section 13(1) of the proposed Auditor General of Canada Act and section 87(1) of the Financial Administration Act should contain the same descriptive word.

13.(2) See comments under section 9 of the proposed Auditor General of Canada Act.

Section 70.(2)—identical.

does not, within the time prescribed by this section, present the report to the House of Commons, the Auditor General shall transmit the report to the Speaker for tabling in the House of Commons.

14. The Auditor General shall, whenever the Governor in Council or the Treasury Board directs, inquire into and report on any matter relating to the financial affairs of Canada or to public property and on any person or organization that has received financial aid from the Government of Canada or in respect of which financial aid from the Government of Canada is sought.

15. Blank. (Corresponding section 72 of Financial Administration Act since repealed.)

16. Whenever it appears to the Auditor General that any public money has been improperly retained by any person, he shall forthwith report the circumstances of such cases to the President of the Treasury Board.

17. (1) Notwithstanding any Act, the Auditor General is entitled to free access at all convenient times to all files, documents and other records relating to the accounts of every department or *Crown corporation*, as the case may be, shall provide the necessary office accommodation the Public Service and the directors and officers of every *Crown corporation* such information, reports and explanations as he may deem necessary for the proper performance of his duties.

(2) The Auditor General may station in any department or *Crown corporation* any person employed in his office to enable him more effectively to carry out his duties, and the department or *Crown Corporation*, as the case may be, shall provide the necessary office accommodation for any such officer so stationed.

(3) The Auditor General shall require every person employed in his office who is to examine the accounts of a department or a *Crown corporation* pursuant to this Act to comply with any security requirements applicable to, and to take any oath of secrecy required to be taken by, persons employed in that department or *Crown corporation*.

18. The Auditor General may examine any person on oath on any matter pertaining to any account subject to audit by him and for the purpose of any such examination the Auditor General may exercise all the powers of a commissioner under Part 1 of the Inquiries Act.

19. The House of Commons by resolution may appoint any person to examine and certify in accordance with the outcome of his examinations the receipts and disbursements of the office of the Auditor General and shall fix the remuneration of the person so appointed. Such remuneration shall be paid out of the Consolidated Revenue Fund.

#### General

20. (1) Notwithstanding section 3 of this Act, the person who upon the coming into force of this Act held the office of Auditor General of Canada under the Financial Administration Act continues to hold the office of Auditor General of Canada, subject to the provisions of this Act.



Section 71.—identical.

Section 73.—identical.

Section 66.(1) "Notwithstanding any Act, the Auditor General is entitled to free access at all convenient times to all files, documents and other records relating to the accounts of every department, and he is also entitled to require and receive from members of the public service such information, reports and explanations as he may deem necessary for the proper performance of his duties."

Section 66.(2) "The Auditor General may station in any department any person employed in his office to enable him more effectively to carry out his duties, and the department shall provide the necessary office accommodation for any such officer so stationed."

Section 66.(3) "The Auditor General shall require every person employed in his office who is to examine the accounts of a department pursuant to this Act to comply with any security requirements applicable to, and to take any oath of secrecy required to be taken by persons employed in that department."

Section 74.—identical.

Section 75. "An officer of the public service nominated by the Treasury Board shall examine and certify to the House of Commons in accordance with the outcome of his examinations the receipts and disbursements of the office of the Auditor General."

17. See comments under section 9 of the proposed Auditor General of Canada Act.

19. For the purpose of preserving the independence of the Office of the Auditor General, the Public Accounts Committee has recommended that section 75 of the Financial Administration Act be amended

"to provide that the receipts and disbursements of the Office of the Auditor General be examined by a qualified person nominated by Parliament through its Standing Committee on Public Accounts, and that such person should report thereon to the House of Commons." (Third Report to the House, June 28, 1966. Minutes of Proceedings June 23, 1966, page 852).

This section gives effect to the foregoing resolution.

20. This section is transitional. It is necessary in order to continue in office the Auditor General and the members of his staff holding office at the time the

(2) Notwithstanding section 6 of this Act, every person who held a position in the office of the Auditor General of Canada under the Financial Administration Act at the coming into force of this Act continues to hold that position, subject to the provisions of this Act.

#### *Consequential Amendments*

21. (1) Section 2 of the Financial Administration Act is amended by adding thereto immediately after paragraph (b) thereof, the following paragraph:

“(bb) “Auditor General” means the Auditor General of Canada;”

(2) Part VII of the said Act is repealed.

#### *SCHEDULE A*

##### *Oath of Office and Secrecy*

I, (A.B.) solemnly and sincerely swear that I will faithfully and honestly fulfil the duties that devolve upon me by reason of my employment in the office of the Auditor General of Canada and that I will not, without due authority in that behalf, disclose or make known any matter that comes to my knowledge by reason of such employment. So help me God.

proposed Auditor General of Canada Act comes into effect and Part VII of the Financial Administration Act is repealed.

New

21. The proposed Auditor General of Canada Act will replace Part VII of the Financial Administration Act which must therefore be repealed. As the expression "Auditor General" appears in other Parts of the Financial Administration Act it is considered desirable that it be defined in that Act.

New

This is the counterpart of the oath of office and secrecy prescribed in the Public Service Employment Act (Statutes of Canada 1966-67, chapter 71).



**SUMMARY OF EMPLOYEES OF THE PUBLIC SERVICE  
BY DEPARTMENTS, CROWN CORPORATIONS AND OTHER INSTRUMENTALITIES**

**Authorized and on Strength as at March 31, 1969  
(with comparative figures as at March 31, 1968)**

Employees authorized			Name of Department, Crown Corporation or Other Instrumentality	Employees on strength		
March 1969	March 1968	Increase (Decrease)		March 1969	March 1968	Increase (Decrease)
			DEPARTMENTS (Note 1)—			
			Agriculture—			
772	613	159	Departmental Administration.....	692	593	99
3,996	4,000	(4)	Research Branch.....	3,754	3,798	(44)
2,173	2,162	11	Production and Marketing Branch.....	1,997	1,989	8
2,008	1,967	41	Health of Animals Branch.....	1,943	1,851	92
56	83	(27)	Prairie Farm Assistance Administration.....	51	77	(26)
1,002	889	113	Board of Grain Commissioners.....	941	853	88
158	187	(29)	Canadian Government Elevators.....	150	183	(33)
10,165	9,901	264		9,528	9,544	184
246	236	10	Auditor General's Office.....	226	219	7
164	123	41	Canadian Radio-Television Commission (formerly Board of Broadcast Governors).....	154	100	54
			Canadian Transport Commission—			
37	37	—	Administration.....	63	29	34
121	121	—	Air Transport Committee.....	94	114	(20)
180	180	—	Railway Transport Committee.....	173	174	(1)
20	20	—	Water Transport Committee.....	19	21	(2)
6	6	—	Motor Vehicle Transport Committee.....	6	—	6
38	38	—	Research.....	32	—	32
402	402	—		387	338	49
			Consumer and Corporate Affairs—			
103	87	16	Departmental Administration.....	107	86	21
106	106	—	Bankruptcy Act Administration.....	96	90	6
112	102	10	Combines Investigation Act Administration.....	92	89	3
45	36	9	Corporations Branch.....	49	43	6
427	419	8	Patent, Copyright and Industrial Designs Division..	405	403	2
66	62	4	Trade Marks Office.....	60	59	1
8	8	—	Restrictive Trade Practices Commission.....	6	8	(2)
727	655	72	Bureau of Consumers Affairs.....	660	624	36
1,594	1,475	119		1,475	1,402	73
			Defence Production—			
699	419	280	Departmental Administration.....	671	401	270
332	410	(78)	Finance Branches.....	278	332	(54)
1,342	1,765	(423)	Canadian Government Purchasing Service.....	1,252	1,450	(198)
1,094	1,232	(138)	Canadian Government Supply Service.....	1,014	1,089	(75)
1,567	1,550	17	Canadian Government Printing Bureau.....	1,538	1,496	42
253	272	(19)	Public Printing and Stationery.....	250	241	9
5,287	5,648	(361)		5,003	5,009	(6)
3,446	3,411	35	Dominion Bureau of Statistics.....	3,251	3,197	54
			Energy, Mines and Resources—			
468	350	118	Departmental Administration.....	412	278	134
93	85	8	Mineral Resources Branch.....	82	70	12
981	954	27	Surveys and Mapping Branch.....	907	881	26
1,207	1,007	200	Marine Sciences Branch.....	1,087	1,012	75
604	571	33	Geological Survey.....	551	517	34
723	704	19	Mines Branch.....	690	673	17
226	233	(7)	Observatories Branch.....	210	219	(9)
50	61	(11)	Polar Continental Shelf Project.....	38	35	3
862	773	89	Inland Waters Branch.....	728	655	73
170	110	60	Policy and Planning Branch.....	121	122	(1)

## SUMMARY OF EMPLOYEES OF THE PUBLIC SERVICE—Continued

Employees authorized			Name of Department, Crown Corporation or Other Instrumentality	Employees on strength		
March 1969	March 1968	Increase (Decrease)		March 1969	March 1968	Increase (Decrease)
DEPARTMENTS (Note 1)—Continued						
16	17	(1)	Dominion Coal Board .....	15	16	(1)
146	144	2	National Energy Board .....	122	138	(16)
31	28	3	Atomic Energy Control Board .....	29	27	2
5,577	5,037	540		4,992	4,643	349
External Affairs—						
3,523	3,351	172	External Affairs .....	3,416	3,112	304
500	496	4	Canadian International Development Agency .....	438	345	93
12	12	—	International Joint Commission .....	11	11	—
4,035	3,859	176		3,865	3,468	397
Finance—						
348	345	3	Departmental Administration .....	309	291	18
Comptroller of the Treasury—						
4	4	—	Comptroller's Office .....	4	4	—
23	23	—	Accounting Advisory Service .....	14	15	(1)
186	189	(3)	Accounting and Special Services .....	185	178	7
14	14	—	Authorities Advisory Service .....	14	13	1
376	376	—	Audit Services .....	343	351	(8)
35	29	6	Planning and Development .....	31	17	14
Operations—						
13	13	—	Headquarters .....	17	13	4
589	589	—	Central Services .....	668	556	112
1,663	1,705	(42)	Ottawa .....	1,520	1,627	(107)
2,076	2,266	(190)	Field .....	2,129	2,084	45
220	211	9	Superannuation .....	192	194	(2)
72	72	—	Bureau of Management Consultants .....	67	65	2
26	26	—	Guaranteed Loans Administration .....	23	22	1
4	4	—	Inspector General of Banks .....	3	3	—
4	4	—	Municipal Development and Loan Board .....	—	4	(4)
377	384	(7)	Royal Canadian Mint .....	356	361	(5)
43	43	—	Tariff Board .....	36	38	(2)
13	—	13	Anti-Dumping Tribunal .....	7	—	7
6,086	6,297	(211)		5,918	5,836	82
Fisheries—						
Fisheries Branch—						
114	91	23	Departmental Administration .....	96	84	12
208	204	4	Field Services Administration .....	191	186	5
671	830	(159)	Conservation and Protection Service .....	634	725	(91)
413	389	24	Resource Development Service .....	368	372	(4)
405	372	33	Inspection Service .....	373	349	24
318	337	(19)	Miscellaneous Services .....	242	264	(22)
Forestry Branch—						
120	120	—	Departmental Administration .....	91	91	—
2,112	1,909	203	Research and Services .....	1,789	1,708	81
920	940	(20)	Fisheries Research Board of Canada .....	796	804	(8)
5,281	5,192	89		4,580	4,583	(3)
Forestry and Rural Development—						
186	114	72	Departmental Administration .....	182	107	75
147	193	(46)	Rural Development Branch .....	146	178	(32)
909	1,165	(256)	Prairie Farm Rehabilitation Administration .....	877	1,015	(138)
50	54	(4)	Area Development Agency .....	47	48	(1)
21	22	(1)	Experimental Projects Branch .....	20	20	—
76	79	(3)	Atlantic Development Board .....	71	73	(2)
1,389	1,627	(238)		1,343	1,441	(98)
82	83	(1)	Governor General and Lieutenant-Governors .....	67	64	3
Indian Affairs and Northern Development—						
343	314	29	Departmental Administration .....	287	265	22
730	746	(16)	Indian Affairs— Administration .....	693	688	5

## SUMMARY OF EMPLOYEES OF THE PUBLIC SERVICE—Continued

Employees authorized			Name of Department, Crown Corporation or Other Instrumentality	Employees on strength		
March 1969	March 1968	Increase (Decrease)		March 1969	March 1968	Increase (Decrease)
DEPARTMENTS (Note 1)—Continued						
813	712	101	Development.....	728	623	105
2,203	2,410	(207)	Education.....	1,962	2,368	(406)
Northern Program—						
737	743	(6)	Administration.....	665	712	(47)
709	644	65	Education.....	681	630	51
225	422	(197)	Regional Development.....	189	403	(214)
97	84	13	Territorial Governments.....	97	84	13
28	28	—	Northern Science Research.....	26	23	3
212	114	98	Resource and Economic Development.....	152	96	56
Conservation—						
267	282	(15)	Administration.....	223	264	(41)
2,425	2,817	(392)	National Parks.....	1,020	1,588	(568)
280	393	(113)	Historic Sites.....	199	320	(121)
220	197	23	Canadian Wildlife Service.....	188	167	21
9,289	9,906	(617)		7,110	8,231	(1,121)
Industry—						
24	31	(7)	Executive Offices.....	14	27	(13)
262	313	(51)	Finance and Administration.....	250	250	—
150	155	(5)	Advisory Group.....	116	130	(14)
473	472	1	Operations.....	386	392	(6)
909	971	(62)		766	799	(33)
144	135	9	Insurance.....	124	123	1
532	465	67	Justice.....	481	410	71
Labour—						
256	267	(11)	Departmental Administration.....	241	234	7
99	89	10	Labour Relations.....	80	82	(2)
338	301	37	Labour Standards and Employee Benefit Plans.....	301	277	24
170	161	9	Research and Development.....	140	129	11
863	818	45		762	722	40
Legislature—						
225	227	(2)	Senate.....	210	213	(3)
1,207	1,161	46	House of Commons.....	1,101	1,068	33
80	82	(2)	Library of Parliament.....	77	75	2
1,512	1,470	42		1,388	1,356	32
Manpower and Immigration—						
613	629	(16)	Departmental Administration.....	606	556	50
883	878	5	Canada Immigration Division.....	747	772	(25)
162	221	(59)	Canada Manpower Division.....	123	141	(18)
7,749	8,002	(253)	Operations Canada.....	7,240	7,416	(176)
362	245	117	Program Development Service.....	304	239	65
42	42	—	Immigration Appeal Board.....	40	25	15
9,811	10,017	(206)		9,060	9,149	(89)
National Defence (Civilian Staff)—						
772	757	15	Departmental Administration.....	674	672	2
38,920	39,833	(913)	Defence Services.....	36,293	38,036	(1,743)
156	180	(24)	Canada Emergency Measures Organization.....	131	152	(21)
2,340	2,389	(49)	Defence Research Board.....	2,265	2,194	71
42,188	43,159	(971)		39,363	41,054	(1,691)
National Health and Welfare—						
504	520	(16)	Departmental Administration.....	462	454	8
790	807	(17)	Health Services Branch.....	738	753	(15)
92	100	(8)	Health Insurance and Resources Branch.....	85	75	10
3,157	3,276	(119)	Medical Services Branch.....	2,869	3,054	(185)
974	967	7	Food and Drug Branch.....	882	844	38



## SUMMARY OF EMPLOYEES OF THE PUBLIC SERVICE—Continued

Employees authorized			Name of Department, Crown Corporation or Other Instrumentality	Employees on strength		
March 1969	March 1968	Increase (Decrease)		March 1969	March 1968	Increase (Decrease)
DEPARTMENTS (Note 1)—Continued						
Welfare Services—						
2,082	1,920	162	Income Security Branch.....	2,001	1,897	104
68	71	(3)	Welfare Assistance and Services Branch.....	66	65	1
56	65	(9)	Special Programs Branch.....	50	46	4
18	13	5	Medical Research Council.....	18	14	4
7,741	7,739	2		7,171	7,202	(31)
National Research Council of Canada—						
1,538	1,488	50	Administration and Services.....	1,450	1,461	(11)
2,176	2,127	49	Scientific and Engineering Divisions.....	2,086	2,136	(50)
3,714	3,615	99		3,536	3,597	(61)
National Revenue—						
Customs and Excise Division—						
665	798	(133)	Departmental Administration.....	606	619	(13)
Customs Operations—						
5,728	6,025	(297)	Administration and Port Operations.....	5,537	5,811	(274)
115	112	3	Investigations and Enforcement.....	110	112	(2)
363	353	5	Excise Duty.....	347	347	—
2	2	—	Administration—Customs.....	2	2	—
202	206	(4)	Dominion Customs Appraisers.....	188	189	(1)
9	145	(136)	Drawbacks.....	9	70	(61)
71	99	(28)	Checking and Refunds.....	66	71	(5)
999	1,015	(16)	Excise Tax.....	979	936	43
8,154	8,760	(606)		7,844	8,157	(313)
Taxation Division—						
876	852	24	Head Office.....	731	675	56
2,787	2,832	(45)	Data Centre (Ottawa).....	2,567	2,622	(55)
8,066	7,754	312	District Offices.....	7,782	7,383	399
22	22	—	Tax Appeal Board.....	22	22	—
11,751	11,460	291		11,102	10,702	400
19,905	20,220	(315)		18,946	18,859	87
Post Office Department—						
Post Office—						
1,293	1,202	91	Headquarters.....	1,087	1,128	(41)
1,294	1,196	98	District Offices.....	1,266	1,172	94
286	334	(48)	Railway Mail Service.....	286	319	(33)
32,238	30,515	1,723	Staff Post Offices.....	29,520	29,316	204
4,724	4,365	359	Part-time and Casuals.....	4,724	4,365	359
Telecommunications—						
45	—	45	Departmental Administration.....	16	—	16
741	646	95	Telecommunications Policy and Administration Bureau.....	628	529	99
521	460	61	Defence Research Telecommunications Establish- ment.....	485	446	39
41,142	38,718	2,424		38,012	37,275	737
Privy Council—						
340	211	129	Privy Council Office.....	313	209	104
7	7	—	Prime Minister's Residence.....	6	6	—
132	127	5	Economic Council of Canada.....	112	123	(11)
Public Service Staff Relations Board—						
37	40	(3)	Administration.....	26	31	(5)
67	67	—	Pay Research Bureau.....	65	58	7
583	452	131		522	427	95
Public Service Commission—						
89	147	(58)	Departmental Administration.....	74	120	(46)
629	626	3	Staffing Branch.....	504	540	(36)
399	398	1	Language Bureau.....	347	326	21

## SUMMARY OF EMPLOYEES OF THE PUBLIC SERVICE—Continued

Employees authorized			Name of Department, Crown Corporation or Other Instrumentality	Employees on strength		
March 1969	March 1968	Increase (Decrease)		March 1969	March 1968	Increase (Decrease)
DEPARTMENTS (Note 1)—Continued						
62	48	14	Bureau of Staff Development and Training.....	55	37	18
18	20	(2)	Appeals.....	17	19	(2)
21	16	5	Public Relations and Advertising.....	19	15	4
30	27	3	Personnel.....	28	26	2
1,248	1,282	(34)		1,044	1,083	(39)
Public Works—						
2,877	3,032	(155)	Departmental Administration.....	2,694	2,575	119
			Maintenance and Operation of Public Buildings and Grounds—			
1,980	2,061	(81)	Ottawa and Hull.....	1,730	1,910	(180)
3,697	3,846	(149)	Other than Ottawa and Hull.....	3,597	3,663	(66)
454	571	(117)	Harbours and Rivers Engineering Services.....	418	531	(113)
215	389	(174)	Roads, Bridges and Other Engineering Services....	165	319	(154)
109	133	(24)	Testing Laboratories.....	100	133	(33)
284	319	(35)	Canadian Government Exhibition Commission.....	284	292	(8)
9,616	10,351	(735)		8,988	9,423	(435)
Secretary of State—						
122	115	7	Departmental Administration.....	118	113	5
89	94	(5)	Citizenship Branch.....	87	92	(5)
194	190	4	Citizenship Registration Branch.....	183	181	2
521	496	25	Bureau for Translations.....	510	462	48
1,112	1,162	(50)	National Film Board.....	1,112	1,074	38
374	359	15	National Museums of Canada.....	300	331	(31)
233	208	25	National Library.....	225	204	21
268	270	(2)	Public Archives.....	245	255	(10)
12	17	(5)	Office of the Representation Commissioner.....	7	12	(5)
26	22	4	Chief Electoral Officer.....	26	22	4
2,951	2,933	18		2,813	2,746	67
Solicitor General—						
52	36	16	Departmental Administration.....	38	26	12
			Canadian Penitentiary Service—			
161	161	—	Headquarters.....	129	120	9
4,866	4,910	(44)	Institutions.....	4,432	4,530	(98)
265	234	31	National Parole Board.....	247	223	24
			Royal Canadian Mounted Police (Civilian Staff)—			
814	794	20	Headquarters.....	740	735	5
1,158	1,157	1	Land, Air and Training Divisions.....	1,118	1,102	16
13	12	1	Marine Services.....	11	10	1
7,329	7,304	25		6,715	6,746	(31)
Trade and Commerce—						
702	844	(142)	Departmental Administration.....	683	759	(76)
849	841	8	Trade Commissioner Service.....	846	806	40
336	374	(38)	Canadian Government Travel Bureau.....	330	350	(20)
22	—	22	World Exhibitions.....	16	—	16
1,909	2,059	(150)		1,875	1,915	(40)
Transport—						
868	870	(2)	Departmental Administration.....	733	688	45
			Marine Services—			
2,407	2,243	164	Marine Administration and Marine Works.....	2,249	2,229	20
2,575	2,595	(20)	Marine Operations.....	2,435	2,259	176
492	557	(65)	Marine Regulations.....	454	468	(14)
191	188	3	Marine Hydraulics.....	170	153	17
			Air Services—			
583	646	(63)	Administration.....	563	519	44
2,076	2,122	(46)	Control of Civil Aviation and Air Traffic Control..	2,033	1,932	101
2,864	3,058	(194)	Airports and Field Operations.....	2,800	2,740	60
808	704	104	Construction, Engineering and Architecture Branch	753	690	63
2,862	2,820	42	Telecommunications and Electronics Branch.....	2,703	2,656	47
2,456	2,749	(293)	Meteorological Branch.....	2,264	2,301	(37)
18,182	18,652	(370)		17,167	16,635	522

## SUMMARY OF EMPLOYEES OF THE PUBLIC SERVICE—Continued

Employees authorized			Name of Department, Crown Corporation or Other Instrumentality	Employees on strength		
March 1969	March 1968	Increase (Decrease)		March 1969	March 1968	Increase (Decrease)
			DEPARTMENTS (Note 1)— <i>Concluded</i>			
441	423	18	Treasury Board.....	396	371	25
			Unemployment Insurance Commission—			
494	490	4	Head Office.....	384	402	(18)
734	727	7	Atlantic Region.....	583	673	(90)
1,780	1,793	(13)	Quebec Region.....	1,562	1,615	(53)
1,839	1,749	90	Ontario Region.....	1,523	1,617	(94)
856	801	55	Prairie Region.....	684	742	(58)
661	656	5	Pacific Region.....	549	584	(35)
6,364	6,216	148		5,285	5,633	(348)
			Veterans Affairs—			
636	674	(38)	Departmental Administration.....	566	622	(56)
9,499	9,954	(455)	Treatment Services.....	8,971	9,422	(451)
1,085	1,082	3	Welfare Services.....	1,003	1,046	(43)
355	360	(5)	Pensions Administration.....	311	331	(20)
665	662	3	Veterans' Land Act Administration.....	603	645	(42)
12,240	12,732	(492)		11,454	12,066	(612)
242,307	242,828	(461)	Total, Departments.....	223,757	225,466	(1,709)
			CROWN CORPORATIONS (Notes 1 and 2)—			
			Air Canada—			
			Operations Department—			
			Flying personnel.....	2,612	2,791	(179)
			Other personnel.....	8,733	8,323	410
			Sales Department.....	4,035	3,810	225
			Purchases and Stores Department.....	605	607	(2)
			Finance Department.....	694	686	8
17,073	16,579	494	All other.....	394	362	32
				17,073	16,579	494
			Atomic Energy of Canada Limited—			
96	86	10	Head Office.....	83	77	6
2,453	2,453	—	Chalk River Nuclear Laboratories.....	2,415	2,373	42
588	555	33	Commercial Products Division.....	588	555	33
776	776	—	Whiteshell Nuclear Research Establishment.....	754	682	72
875	814	61	Power Projects.....	875	814	61
133	164	(31)	Temporary—Construction workers, nurses, etc.....	133	164	(31)
4,921	4,848	73		4,848	4,665	183
3	—	3	Canada Deposit Insurance Corporation.....	3	—	3
			Canadian Arsenals Limited—			
			Head Office.....	24	22	2
			Filling Division.....	552	384	168
844	769	75	Small Arms Division.....	268	363	(95)
				844	769	75
			Canadian Broadcasting Corporation—			
586	585	1	Head Office.....	551	548	3
—	5	(5)	Expo '67.....	—	5	(5)
345	349	(4)	National Engineering.....	337	326	11
8,274	8,130	144	Regional Offices.....	8,163	8,001	162
114	106	8	Northern and Armed Forces Services.....	110	102	8
216	205	11	International Service.....	214	200	14
9,535	9,380	155		9,375	9,182	193
			Canadian Corporation for the 1967 World Exhibition—			
			Administrative.....	6	181	(175)
6	393	(387)	Operating.....	—	212	(212)
				6	393	(387)



## SUMMARY OF EMPLOYEES OF THE PUBLIC SERVICE—Continued

Employees authorized			Name of Department, Crown Corporation or Other Instrumentality	Employees on strength		
March 1969	March 1968	Increase (Decrease)		March 1969	March 1968	Increase (Decrease)
			<b>CROWN CORPORATIONS (Notes 1 and 2)—Continued</b>			
26	15	11	Canadian Dairy Commission .....	26	14	12
8	—	8	Canadian Film Development Corporation .....	7	—	7
18	16	2	Canadian Livestock Feed Board .....	15	12	3
			Canadian National Railways—			
			General .....	10,734	10,923	(189)
			Road Maintenance .....	12,809	12,793	16
			Equipment Maintenance .....	17,639	17,903	(264)
			Transportation .....	35,250	35,434	(184)
			Other Operations .....	6,430	6,738	(308)
82,862	83,791	(929)		82,862	83,791	(929)
			Canadian Overseas Telecommunication Corporation—			
			Administration .....	133	136	(3)
			Head Office Engineering .....	89	76	13
			Traffic Representatives .....	11	11	—
			Operating .....	474	498	(24)
707	721	(14)		707	721	(14)
22	22	—	Canadian Patents and Development Limited .....	22	22	—
			Cape Breton Development Corporation—			
			Head Office .....	20	8	12
			Coal Division .....	5,979	6,274	(295)
5,999	6,282	(283)		5,999	6,282	(283)
			Central Mortgage and Housing Corporation—			
			Regular .....	2,097	2,121	(24)
			Contract and Casual .....	63	79	(16)
2,160	2,200	(40)		2,160	2,200	(40)
126	126	—	Crown Assets Disposal Corporation .....	119	119	—
			Defence Construction (1951) Limited—			
			Administration .....	74	89	(15)
			Engineering .....	38	37	1
			Technical .....	60	66	(6)
172	192	(20)		172	192	(20)
39	36	3	Eldorado Aviation Limited .....	39	36	3
			Eldorado Nuclear Limited (formerly Eldorado Mining and Refining Limited)—			
			Head Office and General Administration .....	29	33	(4)
			Beaverlodge Division .....	748	694	54
			Refining and Sales .....	274	169	105
			Research and Development .....	49	50	(1)
1,100	946	154		1,100	946	154
101	85	16	Export Credits Insurance Corporation .....	101	85	16
			Farm Credit Corporation—			
2	2	—	Executive Officers .....	2	2	—
17	17	—	Senior Management Officers .....	17	16	1
354	350	4	Technical .....	327	327	—
7	6	1	Professional .....	6	7	(1)
7	5	2	Specialist .....	5	5	—
289	281	8	Supervisory, Clerical and Stenographic .....	270	273	(3)
676	661	15		627	630	(3)
22	21	1	The National Battlefields Commission .....	22	21	1

## SUMMARY OF EMPLOYEES OF THE PUBLIC SERVICE—Concluded

Employees authorized			Name of Department, Crown Corporation or Other Instrumentality	Employees on strength		
March 1969	March 1968	Increase (Decrease)		March 1969	March 1968	Increase (Decrease)
			CROWN CORPORATIONS (Notes 1 and 2)— <i>Concluded</i>			
72	56	16	National Capital Commission—			
75	63	12	Administration and Accounting.....	72	56	16
115	112	3	Planning and Design.....	73	59	14
408	457	(49)	Operations Branch.....	114	108	6
670	688	(18)	Prevailing rate (permanent and seasonal).....	399	394	5
				658	617	41
			National Harbours Board—			
			Head Office.....	97	82	15
			Harbours and Elevators—			
			Salaried.....	874	821	53
2,048	1,964	84	Prevailing rate.....	1,077	1,061	16
				2,048	1,964	84
			Northern Canada Power Commission—			
			Head Office and Edmonton Office.....	63	60	3
314	297	17	Field Locations.....	251	237	14
				314	297	17
103	66	37	Northern Transportation Company Limited.....	103	66	37
			Polymer Corporation Limited and subsidiary com- panies—			
1,491	1,670	(179)	Salaried.....	1,470	1,564	(94)
2,248	2,437	(189)	Hourly rate.....	2,234	2,326	(92)
3,739	4,107	(368)		3,704	3,890	(186)
			The St. Lawrence Seaway Authority—			
			Administrative and Engineering.....	517	506	11
			Operations.....	754	788	(34)
1,664	1,708	(44)	Maintenance.....	393	414	(21)
				1,664	1,708	(44)
17	18	(1)	The Seaway International Bridge Corporation, Ltd....	17	18	(1)
134,975	135,931	(956)	Total, Crown Corporations.....	134,635	135,219	(584)
			OTHER INSTRUMENTALITIES (Notes 1 and 2)—			
1,256	1,242	14	Bank of Canada.....	1,256	1,242	14
103	98	5	The Canada Council.....	99	95	4
548	548	—	The Canadian Wheat Board.....	548	548	—
50	77	(27)	Company of Young Canadians.....	50	77	(27)
6	7	(1)	The Custodian.....	6	7	(1)
688	631	57	Industrial Development Bank.....	688	631	57
50	34	16	National Arts Centre Corporation.....	50	34	16
2,701	2,637	64	Total, Other Instrumentalities.....	2,697	2,634	63
380,043	381,396	(1,353)	TOTAL, DEPARTMENTS, CROWN CORPORATIONS AND OTHER INSTRUMENTALITIES.....	361,089	363,319	(2,230)

## NOTES:

(1) This listing is at March 31, 1969 and therefore does not take into consideration the major reorganization of government departments that became effective April 1, 1969. The figures are based on information provided by the various departments, Crown corporations and other instrumentalities. They include the numbers of seasonal, part-time and casual employees actually on strength at March 31, 1969 and March 31, 1968 which for purposes of comparison have been included in the figures shown for "Employees authorized".

(2) Where no establishments have been authorized by the executive boards of certain Crown corporations or other instrumentalities, the totals of the actual strength figures have been shown in the "Employees authorized" columns for purposes of comparison.

## APPENDIX 4

## SUMMARY OF CANADA'S CONTRIBUTIONS TO FEDERAL-PROVINCIAL SHARED-COST PROGRAMS FOR THE FISCAL YEAR ENDED MARCH 31, 1969

(with comparative figures for the preceding fiscal year)

For comments on these programs, see paragraph 194 of this Report.

	Year ended March 31	
	1969	1968
<b>Agriculture—</b>		
Crop insurance.....	\$ 3,651,000	\$ 2,632,000
Experimental crop insurance.....	1,200,000	—
Grants to 4-H Clubs.....	214,000	145,000
Purchase of vaccine for control of brucellosis.....	79,000	181,000
Barberry eradication.....	58,000	117,000
Emergency fodder assistance.....	—	149,000
Programs under \$100,000 (4 in 1968-69, 6 in 1967-68).....	115,000	169,000
	<b>5,317,000</b>	<b>3,393,000</b>
<b>Energy, Mines and Resources—</b>		
Construction of dams and other works to assist in the conservation and control of water resources.....	2,680,000	6,876,000
Saskatchewan-Nelson Basin Board.....	1,169,000	3,000
Expenses of the Atlantic Tidal Power Programming Board.....	881,000	919,000
Construction of roads to open up promising areas for resources development.....	842,000	2,732,000
Aeromagnetic surveys of the Canadian Shield.....	445,000	395,000
Boundary surveys.....	10,000	9,000
	<b>6,027,000</b>	<b>10,934,000</b>
<b>External Affairs—</b>		
International Joint Commission.....	306,000	278,000
<b>Fisheries and Forestry—</b>		
Newfoundland fisheries household resettlement.....	1,400,000	1,425,000
Industrial development.....	1,138,000	1,174,000
Preservation of Atlantic salmon, Saint John River, N.B.....	703,000	—
Inventory of forest resources and land capability studies.....	684,000	674,000
Community fishing stages.....	238,000	632,000
Combat of spruce budworm infestation.....	100,000	326,000
Programs under \$100,000 (2 in 1967-68).....	—	68,000
	<b>4,263,000</b>	<b>4,299,000</b>
<b>Indian Affairs and Northern Development—</b>		
Tuition fees and other instructional costs for Indians attending non-Reserve schools..	6,812,000	2,842,000
Social assistance and child welfare for Indians.....	6,345,000	3,687,000
Capital contribution to non-Reserve joint schools.....	1,556,000	437,000
Community development—on and off Reserves.....	402,000	403,000
Roads on and to Reserves.....	374,000	430,000
General services to Eskimos.....	329,000	162,000
Fur and other resources conservation.....	257,000	217,000
Vocational and technical training and orientation courses for Indians.....	131,000	65,000
Placing of Indians in employment.....	124,000	81,000
Fire protection for Indians.....	117,000	86,000
General services to Indians.....	78,000	309,000
Programs under \$100,000 (1 in 1968-69, 2 in 1967-68).....	5,000	125,000
	<b>16,530,000</b>	<b>8,844,000</b>
<b>Industry, Trade and Commerce—</b>		
Interprovincial advertising.....	255,000	247,000
Returns on vital statistics.....	73,000	67,000
	<b>328,000</b>	<b>314,000</b>
<b>Manpower and Immigration—</b>		
Capital assistance in the provision of training facilities for adult occupational training.	105,950,000	119,019,000
Municipal winter works incentive.....	21,449,000	30,314,000
Vocational rehabilitation of disabled persons.....	3,900,000	2,450,000
Technical and vocational training (Note 2).....	3,500,000	85,060,000
Agricultural manpower.....	190,000	144,000
Hospitalization, medical and welfare assistance for indigent immigrants.....	78,000	90,000
Apprenticeship training.....	—	620,000
	<b>135,067,000</b>	<b>237,697,000</b>
<b>National Defence—</b>		
Emergency measures.....	3,733,000	4,785,000
<b>National Health and Welfare—(Note 3)</b>		
Hospital insurance and diagnostic services.....	560,285,000	467,284,000
Canada Assistance Plan.....	256,806,000	225,611,000
Health Resources Fund.....	33,923,000	32,645,000
Medical care.....	32,966,000	—
General health grants.....	29,847,000	29,485,000
Hospital construction grants.....	14,009,000	16,360,000
Disabled persons allowances.....	6,372,000	7,051,000



## SUMMARY OF CANADA'S CONTRIBUTIONS TO FEDERAL-PROVINCIAL SHARED-COST PROGRAMS FOR THE FISCAL YEAR ENDED MARCH 31, 1969—Concluded

	Year ended March 31	
	1969	1968
Old age assistance.....	\$ 3,336,000	\$ 8,844,000
Blind persons allowances.....	2,030,000	2,287,000
National welfare grants.....	1,649,000	1,483,000
Unemployment assistance.....	860,000	5,961,000
Fitness and amateur sport.....	821,000	745,000
Research and demonstration activities in the field of mental retardation.....	437,000	54,000
Programs under \$100,000 (2 in 1968-69, 2 in 1967-68).....	7,000	12,000
	943,348,000	797,822,000
<b>Public Works—</b>		
Trans-Canada Highway.....	37,312,000	64,738,000
Construction of highway in counties of Matane and Gaspé North, Que.....	2,435,000	1,919,000
Construction of retaining wall along banks of St. Charles River, Que.....	232,000	—
Reconstruction of Calumet-Bryson Bridge, Que.....	210,000	15,000
Reconstruction of Portage du Fort Bridge, Que.....	26,000	118,000
Programs under \$100,000 (5 in 1968-69, 4 in 1967-68).....	233,000	173,000
	40,448,000	66,963,000
<b>Regional Development—</b>		
Agricultural and rural development (ARDA).....	24,486,000	19,393,000
Fund for Rural Economic Development (FRED).....	9,514,000	6,110,000
Shellmouth, Man., dam and portage diversion.....	4,734,000	2,421,000
South Saskatchewan River irrigation and power project.....	1,141,000	5,904,000
Bow River irrigation project, Alta.....	363,000	561,000
St. Mary irrigation project, Alta.....	82,000	187,000
	40,320,000	34,576,000
<b>Atlantic Development Board—</b>		
Trunk highway program.....	18,366,000	20,564,000
Thermal power plant, Trenton, N.S.....	6,053,000	2,462,000
Water supply and sewage systems.....	3,023,000	944,000
Research facilities.....	1,358,000	821,000
Settling-in assistance to industry.....	1,200,000	—
Industrial park facilities.....	982,000	560,000
Construction of highway, Long Harbour to Argentia-Placentia area, Nfld.....	474,000	304,000
Mapping and land registration.....	348,000	—
Confederation Centre, Charlottetown, P.E.I.....	279,000	277,000
Electric frequency standardization, Nfld.....	181,000	764,000
Special housing assistance to residents of Bell Island, Nfld.....	143,000	234,000
Maritime union study.....	125,000	—
Paving access roads to selected fishing ports.....	119,000	144,000
Hydro-electric power development, Mactaquac, N.B.....	—	3,019,000
Bulk-handling facilities, Sydney, N.S.....	—	2,001,000
Grant re steel company takeover (DOSCO).....	—	2,000,000
Hydro-electric power development, Baie d'Espoir, Nfld.....	—	1,000,000
Programs under \$100,000 (9 in 1968-69, 7 in 1967-68).....	297,000	162,000
	32,953,000	35,256,000
<b>Secretary of State—</b>		
Post-secondary education (Note 4).....	276,600,000	108,133,000
Centennial Commission.....	4,870,000	10,464,000
Citizenship and language instruction for immigrants.....	486,000	398,000
	281,956,000	119,000,000
<b>Transport—</b>		
Losses on the operation of public housing projects.....	4,419,000	2,411,000
Railway grade crossings.....	2,927,000	4,846,000
Construction of a high-level bridge, Trent River, Ont.....	350,000	—
Development of wells and a water distribution system, Fort Chipewyan, Alta.....	16,000	—
Railway abandonment—highway improvements.....	—	225,000
	7,712,000	7,482,000
<b>Treasury Board—</b>		
Technical information services.....	348,000	287,000
	\$ 1,518,656,000	\$ 1,331,930,000

## NOTES:

- (1) The expenditures shown are direct costs only and do not include any administrative expenses incurred by Canada.
- (2) The decrease in expenditure on technical and vocational training under Manpower and Immigration reflects the phase-out of this program on introduction of the adult occupational training program on April 1, 1967. The direct costs of occupational training of adults are wholly borne by Canada and, therefore, are not included in the listing; only the capital cost of providing training facilities is shared with the provinces.
- (3) Not included in the expenditures are tax abatements and tax equalization payments of \$426,676,000 in 1968-69 and \$381,946,000 in 1967-68 to the Province of Quebec, following its election in 1965 under the Established Programs (Interim Arrangements) Act, 1964-65, c. 54, to wholly administer and finance certain standing programs. These programs are hospital insurance and diagnostic services, Canada Assistance Plan, disabled persons allowances, old age assistance, blind persons allowances, unemployment assistance and certain aspects of general health grants.
- (4) In addition to the expenditures shown under Secretary of State for post-secondary education, there were tax abatements and tax equalization payments relating to post-secondary education totalling \$277,937,000 in 1968-69 and \$247,580,000 in 1967-68.

## APPENDIX 5

**SUMMARY OF EXPENDITURE BY STANDARD OBJECTS  
FOR THE FISCAL YEAR ENDED MARCH 31, 1969**

(with comparative figures for the preceding fiscal year)  
(in millions of dollars)

	1968-69	1967-68	Increase or decrease (—)
Civil salaries and wages.....	\$ 1,485.1	\$ 1,309.1	\$ 176.0
Civilian allowances.....	27.5	25.6	1.9
Pay and allowances—Defence Forces and Royal Canadian Mounted Police.....	775.1	759.6	15.5
Pension and superannuation account contributions.....	374.1	307.5	66.6
Travelling and removal expenses.....	97.8	95.7	2.1
Freight, express and cartage.....	101.4	98.7	2.7
Postage.....	9.4	8.7	.7
Telephones, telegrams and other communication services.....	49.9	43.2	6.7
Publication of departmental reports and other material.....	17.9	18.5	— .6
Exhibits, advertising, broadcasting and displays.....	11.3	26.6	—15.3
Professional and special services.....	271.6	168.6	103.0
Rental of buildings and works, including land.....	49.2	40.2	9.0
Rental of equipment.....	19.9	13.3	6.6
Repairs and upkeep of buildings and works, including land.....	68.5	71.9	—3.4
Repairs and upkeep of equipment.....	158.3	160.2	—1.9
Office stationery, supplies and equipment.....	30.9	45.9	—15.0
Materials and supplies.....	198.9	200.0	—1.1
Municipal or public utility services.....	51.4	44.7	6.7
Construction or acquisition of buildings and works, including land.....	344.3	372.1	—27.8
Construction or acquisition of equipment.....	374.9	378.5	—3.6
Contributions, grants, subsidies, and other transfer payments.....	1,713.5	1,479.7	233.8
Subsidies and special payments to the provinces.....	867.1	737.5	129.6
Family and youth allowances and family assistance payments.....	616.1	612.4	3.7
Old age assistance, allowances to the blind and disabled, unemployment assistance, and payments under the Canada Assistance Act.....	269.7	250.0	19.7
Veterans' disability pensions and other payments under the Pension Act.....	223.3	205.6	17.7
Other payments to veterans and dependants.....	114.7	114.6	.1
Government's contribution to the Unemployment Insurance Fund.....	86.6	69.5	17.1
Hospital insurance, medical care, health resources and health grants.....	673.0	547.3	125.7
Trans-Canada Highway contributions.....	37.3	64.7	—27.4
Interest on public debt and other debt charges.....	1,480.0	1,300.8	179.2
Deficits—government-owned enterprises.....	62.5	67.1	—4.6
All other expenditures.....	378.8	413.4	—34.6
	11,040.0	10,051.2	988.8
Less: Revenue credited to appropriations and expenditure recovered.....	272.8	227.1	45.7
Net total expenditure.....	\$ 10,767.2	\$ 9,824.1	\$ 943.1

- NOTES: 1. A new classification of standard objects of expenditure was introduced during 1968-69 and certain adjustments have been made in the figures for 1967-68 for purposes of comparison.
2. Additional categories of revenue were credited to appropriations with parliamentary authority in 1968-69 and the 1967-68 figures for "Revenue credited to appropriations and expenditure recovered" and "Net total expenditure" have been adjusted for purposes of comparison.



CANADA

**REPORT OF THE AUDITOR GENERAL**

**TO THE HOUSE OF COMMONS**

for the

**FISCAL YEAR ENDED MARCH 31**

**1969**

**VOLUME II**









CANADA

# REPORT OF THE AUDITOR GENERAL TO THE HOUSE OF COMMONS

for the

FISCAL YEAR ENDED MARCH 31

1969

—

VOLUME II

© Crown Copyrights reserved

Available by mail from the Queen's Printer, Ottawa,  
and at the following Canadian Government bookshops:

HALIFAX

*1735 Barrington Street*

MONTREAL

*Æterna-Vie Building, 1182 St. Catherine St. West*

OTTAWA

*Daly Building, Corner Mackenzie and Rideau*

TORONTO

*221 Yonge Street*

WINNIPEG

*Mall Center Bldg., 499 Portage Avenue*

VANCOUVER

*657 Granville Street*

or through your bookseller

Price 75 cents

Catalogue No. FA1-1969/2

*Price subject to change without notice*

Queen's Printer for Canada

Ottawa, 1970



## VOLUME II

### TABLE OF CONTENTS

	Paragraph	Page
<b>Introduction</b> .....		181
Practice in the Commonwealth of Australia.....	200	182
<b>Summary of Assets and Liabilities</b> .....		184
Assets.....		184
Current assets.....	203	184
Departmental working capital advances.....	204	185
Cash in blocked currency.....	205	185
Advances to the Exchange Fund Account.....	206	185
Investments in United States dollar securities issued by other than the Government of Canada.....	207	186
Canada Pension Plan Investment Fund.....	208	186
Investments held for retirement of unmatured debt.....	209	186
Loans to, and investments in, Crown corporations.....	210	187
Loans to national governments.....	211	190
Other loans and investments.....	212	191
Securities held in trust.....	213	193
Deferred charges.....	214	193
Inactive loans and investments.....	215	194
Liabilities.....		194
Current and demand liabilities.....	217	194
Deposit and trust accounts.....	218	195
Annuity, insurance and pension accounts.....	219	197
Undisbursed balances of appropriations to special accounts.....	220	201
Refundable corporation tax.....	221	202
Provision for compound interest on Canada Savings Bonds.....	222	202
Deferred credits.....	223	202
Suspense accounts.....	224	202
Unmatured debt.....	225	203
Net Debt.....	226	203
Contingent Liabilities.....	227	203
<b>Comments on Assets and Liabilities</b> .....		205
Accounts receivable.....	230	208
Accounts receivable—Department of National Revenue.....	231	210
Accounts receivable—Department of External Affairs.....	232	212
Accounts receivable—Department of Indian Affairs and Northern Development.....	233	212
Accounts receivable—Department of Manpower and Immigration...	234	213
Accounts receivable—Department of Transport.....	235	213

	Paragraph	Page
Cash on deposit in chartered banks.....	236	213
Departmental working capital advances.....	237	214
Departmental working capital advances—Defence Production Re- volving Fund.....	238	214
Departmental working capital advances—External Affairs—posts abroad.....	239	214
Loans to, and investments in, Crown corporations—Atomic Energy of Canada Limited.....	240	215
Loans to national governments—Special assistance loans to develop- ing countries.....	241	215
Other loans and investments—Subscription to capital of the Inter- national Monetary Fund.....	242	215
Other loans and investments—Provincial governments—Quebec share re guarantee 1967 World Exhibition loans.....	243	216
Other loans and investments—Other balances—Department of Energy, Mines and Resources.....	244	216
Other loans and investments—Other balances—Town of Oromocto, N.B.....	245	217
Other loans and investments—Other balances—Investment in shares of Panarctic Oils Limited.....	246	218
Deposit and trust accounts—"Other"—Public Officers Guarantee Account.....	247	219
Annuity, insurance and pension accounts—Superannuation Accounts	248	219
Unmatured debt.....	249	220
Contingent liabilities—Action for damages.....	250	220
Contingent liabilities—Canadian Corporation for the 1967 World Exhibition.....	251	221
<b>Crown Corporations.....</b>		<b>222</b>
Atomic Energy of Canada Limited.....	261	225
Canada Deposit Insurance Corporation.....	262	226
Canadian Arsenals Limited.....	263	228
Canadian Broadcasting Corporation.....	264	228
Canadian Commercial Corporation.....	265	232
Canadian Corporation for the 1967 World Exhibition.....	266	232
Canadian Dairy Commission.....	267	235
Canadian Film Development Corporation.....	268	237
Canadian Livestock Feed Board.....	269	238
Canadian National (West Indies) Steamships, Limited.....	270	239
Canadian Overseas Telecommunication Corporation.....	271	240
Canadian Patents and Development Limited.....	272	241
Centennial Commission.....	273	242
Crown Assets Disposal Corporation.....	274	243
Defence Construction (1951) Limited.....	275	245
Eldorado Aviation Limited.....	276	246
Eldorado Nuclear Limited.....	277	247
Export Credits Insurance Corporation.....	278	248
Farm Credit Corporation.....	279	250

	Paragraph	Page
The National Battlefields Commission.....	280	253
National Capital Commission.....	281	253
National Harbours Board.....	282	257
Northern Canada Power Commission.....	283	260
Northern Transportation Company Limited and subsidiary companies.....	284	261
Polymer Corporation Limited and subsidiary companies.....	285	263
The St. Lawrence Seaway Authority.....	286	265
The Seaway International Bridge Corporation, Ltd.....	287	269
<b>Departmental Operating Activities.....</b>		<b>271</b>
Agricultural Products Board.....	289	272
Agricultural Stabilization Board.....	290	273
Agriculture Revolving Fund.....	291	274
Airport operations.....	292	275
The Board of Grain Commissioners for Canada.....	293	276
Canada Pension Plan Account.....	294	277
Canadian Government Elevators.....	295	280
Canadian Government Printing Bureau.....	296	281
Canadian Government Supply Service.....	297	282
Central Data Processing Service Bureau.....	298	283
Defence Production Revolving Fund.....	299	284
Fisheries Prices Support Board.....	300	284
National Film Board.....	301	285
Post Office.....	302	287
Queen's Printer—publishing activities.....	303	288
Royal Canadian Mint.....	304	290
Unemployment Insurance Fund.....	305	292
<b>Special Audits and Examinations.....</b>		<b>295</b>
The Army Benevolent Fund Board.....	308	295
Atlantic Development Board.....	309	296
The Canada Council.....	310	298
The Custodian.....	311	301
Economic Council of Canada.....	312	303
Exchange Fund Account.....	313	303
Government of the Northwest Territories.....	314	305
Government of the Yukon Territory.....	315	306
Municipal Development and Loan Board.....	316	307
National Arts Centre Corporation.....	317	308
National Museums of Canada.....	318	309
The Queen Elizabeth II Canadian Fund to Aid in Research on the Diseases of Children.....	319	311
Roosevelt Campobello International Park Commission.....	320	312
Royal Canadian Mint stocks.....	321	312
Royal Canadian Mounted Police (Dependants) Pension Fund.....	322	313



## Exhibits

(as published in the Public Accounts)

	Page
1. Statement of Expenditure and Revenue for the fiscal year ended March 31, 1969 (with comparative figures for the preceding fiscal year).....	316
2. Statement of Assets and Liabilities as at March 31, 1969 (with comparative figures as at March 31, 1968).....	318
3. Summary of Appropriations, Expenditures and Unexpended Balances by Departments for the fiscal year ended March 31, 1969.....	320
4. Summary of Revenue by Main Classifications and Departments for the fiscal year ended March 31, 1969.....	321

**O**N March 24, 1970, Volume I of my Report for the fiscal year ended March 31, 1969 was tabled in the House of Commons by the Minister of Finance.

Volume II, submitted herewith, contains, as its Table of Contents shows, the Summary of Assets and Liabilities and my comments thereon, together with sections on Crown Corporations, Departmental Operating Activities, and Special Audits and Examinations.

The Statement of Expenditure and Revenue for the fiscal year ended March 31, 1969 and the Statement of Assets and Liabilities as at that date, prepared by the Receiver General for inclusion in the Public Accounts and certified by me, subject to my comments in Volume I and Volume II of this Report, are appended as Exhibits 1 and 2 to this Volume of the Report. The Summary of Appropriations, Expenditures and Unexpended Balances by Departments and the Summary of Revenue by Main Classifications and Departments, both certified by me and included in the 1969 Public Accounts, are also appended as Exhibits 3 and 4 to this Volume.

Submission of Volume II completes my Report to the House of Commons on the results of my examinations for the fiscal year ended March 31, 1969 carried out in accordance with the requirements of subsection (1) of section 70 of the Financial Administration Act, *R.S., c.116*.

**199.** It is a matter of regret that due to the circumstances set forth in paragraphs 7 and 8 of Volume I of this Report, I have been unable to complete my Report to the House within the time limits laid down in section 70 of the Financial Administration Act. In order that I may be able to do this in future, I hope that steps will be taken to grant me the independence necessary to enable me to solve the staffing problems which I outline in the introduction to Volume I of this Report.

I would also like to suggest to the House at this time that consideration be given to ways and means of speeding up not only the production of the Report of the Auditor General but also the Public Accounts of Canada and the examination of both by the Public Accounts Committee.

It has long been my belief that the interests of Parliament, Government and the public would be better served if the various processes commencing with the completion of the Public Accounts and the Report of the Auditor General could be completed at an earlier date than has been the case in the past. If this could be achieved I believe it would result in a better understanding of the Public Accounts of Canada and more meaningful consideration of the matters drawn to the attention of the House by the Auditor General. It should enhance parliamentary control of public expenditure if the Public Accounts Committee could deal with the Public Accounts and the Report of the Auditor General thereon before consideration had to be given to the Estimates of the next succeeding year.

Under the present procedure, my Report now made to the House deals with the accounts to be found in the Public Accounts of Canada for the fiscal year ended March 31, 1969 which were tabled in the House by the Minister of Finance on January 19, 1970. Following tabling, the Public Accounts Committee must await referral of the Public Accounts and of my Report thereon before it can commence its meetings.

If present procedures could be improved, it would mean that the Public Accounts Committee should be able to examine and deal with the Report of the Auditor General and report upon it to the House before the Auditor General produces the succeeding year's Report. I believe that this would be a fairer arrangement for those public servants whose administration must come under examination by the Committee as they would then be given an opportunity at an earlier date to present their side of the case to the Committee.

I hope members of the House will subscribe to the importance of a study being made of these procedures and that the Public Accounts Committee might perhaps direct that they be examined by the appropriate departmental officials and by me to determine the practicability and possibility of action along these lines.

#### *Practice in the Commonwealth of Australia*

**200.** My belief that our procedures merit examination has been strengthened by my observations of these processes in certain other Commonwealth countries. In Australia, for example, the Treasurer's Statement of Receipts and Expenditure is brought down within a matter of weeks of the end of the fiscal year and is then reported upon by the Auditor General, examined by the Public Accounts Committee and reported upon by that body to Parliament, all within the ensuing three months. It does not necessarily follow that all of our Canadian processes could be completed with such despatch mainly because the Public Accounts of Canada are considerably more detailed than the Treasurer's Statement of Receipts and Expenditure in the Commonwealth of Australia, a document of approximately 100 pages.

The financial year of the Commonwealth of Australia runs from July 1 to June 30 and the practice is for a draft copy of the Treasurer's Statement to be printed (without financial figures) and made available in the month of June to the Auditor General for audit verification of the detailed heads of Revenue and Appropriations. I am indebted to the Auditor General for the Commonwealth of Australia for furnishing me with the following timetable which he and his colleagues in Canberra followed for the year ended June 30, 1969:

- |   |           |
|---|-----------|
| 1. Final figures completed .....  | July 5    |
| 2. Signed copies transmitted by the Treasurer to the Auditor General .....                                      | August 12 |
| 3. Auditor General's Report tabled in Parliament .....  | August 19 |
| 4. Discussions of Auditor General's Report completed by Auditor General with the Public Accounts Committee .... | August 27 |



5. Public inquiries completed by the Public Accounts Committee and report of the Committee tabled in Parliament ..... September 25

The Report of the Auditor General of Australia on the Treasurer's Statement of Receipts and Expenditure is approximately 400 pages in length. Under provisions of the Audit Act, he follows this with a supplementary report containing information and comments concerning mainly the accounts of statutory authorities, Commonwealth-owned companies and other Commonwealth activities. This supplementary report is then examined at a later date by the Public Accounts Committee which reports thereon to the Parliament of the Commonwealth.

The Public Accounts Committee in the Commonwealth of Australia is a Joint Parliamentary Committee established by an Act of Parliament in 1951. This Act provides for the Committee to meet "as soon as practicable after the commencement of the first session of each Parliament". The duties of the Committee as set out in section 8 of the Act are:

- (a) to examine the accounts of the receipts and expenditure of the Commonwealth and each statement and report transmitted to the Houses of the Parliament by the Auditor General in pursuance of subsection (1) of section 53 of the Audit Act 1901-1950;
- (b) to report to both Houses of the Parliament, with such comment as it thinks fit, any items or matters in those accounts, statements and reports, or any circumstances connected with them, to which the Committee is of the opinion that the attention of the Parliament should be directed;
- (c) to report to both Houses of the Parliament any alteration which the Committee thinks desirable in the form of the public accounts or in the method of keeping them, or in the mode of receipt, control, issue or payment of public moneys; and
- (d) to inquire into any question in connexion with the public accounts which is referred to it by either House of the Parliament, and to report to that House upon that question,

and include such other duties as are assigned to the Committee by Joint Standing Orders approved by both Houses of the Parliament.

## Summary of Assets and Liabilities

**201.** The Statement of Assets and Liabilities as at March 31, 1969, with comparative figures as at the end of the preceding year, prepared by the Receiver General for inclusion in the Public Accounts as required by section 64 of the Financial Administration Act and certified by the Auditor General, is reproduced as Exhibit 2 to this Volume of the Report.

### *Assets*

**202.** The following table shows the assets at March 31, 1969, by main headings in the Statement of Assets and Liabilities, and the corresponding balances at the close of the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
Current assets.....	\$ 981,374,000	\$ 1,344,131,000	\$ 1,236,171,000
Departmental working capital advances...	188,871,000	186,540,000	157,795,000
Cash in blocked currency.....	1,914,000	2,136,000	2,136,000
Advances to the Exchange Fund Account..	2,867,000,000	2,033,312,000	2,355,000,000
Investments in United States dollar securities issued by other than the Government of Canada.....	90,329,000	122,617,000	180,029,000
Canada Pension Plan Investment Fund...	2,022,947,000	1,280,788,000	615,521,000
Investments held for retirement of unmatured debt.....	6,378,000	8,140,000	3,152,000
Loans to, and investments in, Crown corporations.....	8,767,795,000	7,935,611,000	6,728,665,000
Loans to national governments.....	1,269,213,000	1,206,084,000	1,201,581,000
Other loans and investments.....	2,114,340,000	1,945,156,000	1,713,998,000
Securities held in trust.....	111,466,000	59,535,000	50,853,000
Deferred charges.....	613,356,000	491,955,000	581,846,000
Inactive loans and investments.....	94,824,000	94,824,000	94,824,000
Total recorded assets.....	19,129,807,000	16,710,829,000	14,921,571,000
Less—Reserve for losses on realization of assets.....	546,384,000	546,384,000	546,384,000
Net recorded assets.....	\$ 18,583,423,000	\$ 16,164,445,000	\$ 14,375,187,000

**203.** *Current assets.* The balances included under this heading at March 31, 1969 with the comparable balances at the close of the two previous years, were:

	March 31, 1969	March 31, 1968	March 31, 1967
Cash.....	\$ 884,933,000	\$ 1,260,654,000	\$ 1,009,249,000
Securities held for the Securities Investment Account.....	44,427,000	44,355,000	197,689,000
Other current assets.....	52,014,000	39,122,000	29,233,000
	\$ 981,374,000	\$ 1,344,131,000	\$ 1,236,171,000

The \$44,427,000 balance in the Securities Investment Account represents the amortized cost of securities of Canada held temporarily by the Minister of Finance under the authority of section 17 of the Financial Administration Act.

The total of \$52,014,000 shown for "Other current assets" comprises Post Office cash on hand and in transit, \$18,717,000, and cash totalling \$33,297,000 received by all departments after March 31, 1969 which was applicable to, and was recorded in, the 1968-69 accounts.

**204. Departmental working capital advances.** The balances included under this heading at March 31, 1969, with the comparable balances at the close of the two previous years, were:

	March 31, 1969	March 31, 1968	March 31, 1967
Stockpiling of uranium concentrates.....	\$ 87,236,000	\$ 74,956,000	\$ 57,163,000
Defence Production Revolving Fund.....	34,549,000	39,052,000	34,018,000
Miscellaneous departmental accountable, imprest and standing advances.....	28,467,000	27,084,000	23,226,000
Bullion and coinage.....	14,857,000	15,559,000	18,048,000
Transport stores.....	7,999,000	11,409,000	10,136,000
Other.....	15,763,000	18,480,000	15,204,000
	<u>\$ 188,871,000</u>	<u>\$ 186,540,000</u>	<u>\$ 157,795,000</u>

The amount of \$87,236,000 for stockpiling of uranium concentrates comprises the accumulated costs of acquiring, refining and storing these concentrates.

The Defence Production Revolving Fund, established under the authority of section 16 of the Defence Production Act, *R.S., c. 62*, provides funds to finance the cost of stocks of defence supplies and essential materials and for working capital loans and advances to manufacturers of such supplies and materials.

The item "Miscellaneous departmental accountable, imprest and standing advances" includes travel and other advances held by departments, government agencies and individuals over the year-end. The larger departmental totals of outstanding advances at March 31, 1969 were: Department of Labour, \$11,332,000; Department of National Defence, \$10,557,000; Department of Manpower and Immigration, \$1,373,000; and Department of Communications, \$1,143,000.

**205. Cash in blocked currency.** Blocked currencies total \$1,914,000 of which all but \$4,000 was on deposit in the Central Bank of Chile. This deposit, which originated with the repayment of loans made by Export Credits Insurance Corporation to companies in Chile, earns interest at 6% per annum and is being transferred to Canada in instalments to be completed by 1973 pursuant to the terms of an agreement with the Government of Chile. During the year \$227,000 was received.

**206. Advances to the Exchange Fund Account.** This Account is operated by the Bank of Canada on behalf of the Minister of Finance, and advances are made by the



Minister from time to time within the maximum (\$3,500,000,000 at March 31, 1969) authorized by the Governor in Council under section 23 of the Currency, Mint and Exchange Fund Act, *R.S., c.315*. The balance of the Account at March 31, 1969 was \$2,867,000,000 and the value of the assets acquired from these advances was \$2,897,282,000, indicating an unrecorded surplus of \$30,282,000. By comparison, the unrecorded surplus at the end of the preceding year was \$29,729,000.

A summary of the holdings in this Account at December 31, 1968 is included in paragraph 313 of this Volume of the Report.

**207. Investments in United States dollar securities issued by other than the Government of Canada.** These holdings consist of \$90.3 million of special United States of America securities acquired under the authority of Order in Council P.C. 1964-1427 of September 10, 1964, pursuant to Vote L17a, Appropriation Act No. 7, 1964, *1964-65, c. 20*, which provided for their purchase out of United States dollars paid to Canada pursuant to the Treaty between Canada and the United States of America relating to co-operative development of the water resources of the Columbia River Basin. Securities mature on November 1 of each year to 1971. In November 1968 securities of \$32.3 million (US \$30 million) matured and were redeemed by the Government of the United States.

**208. Canada Pension Plan Investment Fund.** Funds of the Canada Pension Plan in excess of an amount estimated as required to meet all payments in the following three months are available for investment in 20-year non-negotiable provincial and federal securities at the current interest rate. Investments in these securities at March 31, 1969, with the comparable balances at the close of the two previous years, were as follows:

	March 31, 1969	March 31, 1968	March 31, 1967
Ontario.....	\$ 1,140,592,000	\$ 728,599,000	\$ 352,697,000
British Columbia.....	293,593,000	186,085,000	89,484,000
Alberta.....	181,758,000	113,333,000	54,135,000
Manitoba.....	118,662,000	76,412,000	37,016,000
Saskatchewan.....	91,465,000	55,557,000	25,894,000
Nova Scotia.....	77,091,000	47,862,000	22,663,000
New Brunswick.....	58,774,000	37,007,000	17,679,000
Newfoundland.....	37,930,000	23,693,000	11,693,000
Prince Edward Island.....	7,145,000	4,288,000	1,998,000
Quebec.....	4,622,000	2,244,000	368,000
Canada.....	11,315,000	5,708,000	1,894,000
	<u>\$ 2,022,947,000</u>	<u>\$ 1,280,788,000</u>	<u>\$ 615,521,000</u>

**209. Investments held for retirement of unmatured debt.** These investments of \$6,378,000 consist of 5½% Canada bonds maturing on August 1, 1980, with a face value of \$7,202,000, purchased under terms of issue whereby the Government is to endeavour to purchase quarterly, in the open market and under certain conditions, one-half of one percent of the principal amount of the issues.

**210. Loans to, and investments in, Crown corporations.** The following schedule shows the nature of these loans and investments at March 31, 1969:

	Capital stock at cost	Loans and advances	Total
Central Mortgage and Housing Corporation..\$		\$ 3,960,603,000	\$ 3,960,603,000
Canadian National Railways.....	1,133,313,000	849,784,000	1,983,097,000
Farm Credit Corporation.....		1,049,922,000	1,049,922,000
The St. Lawrence Seaway Authority.....		521,160,000	521,160,000
National Harbours Board.....		261,163,000	261,163,000
Export Credits Insurance Corporation.....	5,000,000	226,575,000	231,575,000
Atomic Energy of Canada Limited.....	15,000,000	192,437,000	207,437,000
Canadian Overseas Telecommunication Corporation.....		49,343,000	49,343,000
Northern Canada Power Commission.....		42,056,000	42,056,000
Canadian Dairy Commission.....		41,955,000	41,955,000
Polymer Corporation Limited.....	30,000,000		30,000,000
National Capital Commission, other than Greenbelt—see also below.....		28,181,000	28,181,000
Canadian Corporation for the 1967 World Exhibition—see also below.....		25,150,000	25,150,000
Canada Deposit Insurance Corporation.....	10,000,000	13,500,000	23,500,000
Canadian Commercial Corporation.....		15,500,000	15,500,000
Cape Breton Development Corporation.....		10,000,000	10,000,000
Canadian Broadcasting Corporation—working capital—see also below.....		9,000,000	9,000,000
Eldorado Nuclear Limited.....	8,247,000		8,247,000
Bank of Canada.....	5,920,000		5,920,000
Canadian Arsenals Limited.....		5,000,000	5,000,000
Canadian National Railways—re acquisition and repair of passenger equipment.....		2,416,000	2,416,000
Northern Transportation Company Limited...		2,000,000	2,000,000
Canadian National Railways—re Yarmouth- Bar Harbour ferry.....		617,000	617,000
Canadian Film Development Corporation....		367,000	367,000
Canadian National (West Indies) Steamships, Limited.....	1,000	324,000	325,000
Canadian Patents and Development Limited..	296,000		296,000
	1,207,777,000	7,307,053,000	8,514,830,000
Recovery likely to require parliamentary ap- propriations—			
Canadian Corporation for the 1967 World Exhibition.....		122,900,000	122,900,000
Canadian Broadcasting Corporation.....		92,370,000	92,370,000
National Capital Commission—			
Greenbelt.....		37,695,000	37,695,000
		252,965,000	252,965,000
	<u>\$ 1,207,777,000</u>	<u>\$ 7,560,018,000</u>	<u>\$ 8,767,795,000</u>

The total of \$8,767,795,000, an increase of \$832,184,000 over the previous year, does not represent the total equity of Canada in its Crown corporations at March 31, 1969. This equity in fact amounted to \$10,206,050,000, as shown by the individual financial statements published in Volume III of the Public Accounts and as summarized in Appendix 12 on page 9.28 of Volume I of the Public Accounts. The principal reason for this is

that the accounts of Canada are maintained on a modified cash basis which does not provide for recording as assets such items as surpluses of Crown corporations or the cost of certain capital assets which have been charged to expenditure. In no sense does the Statement of Assets and Liabilities of the Government of Canada purport to be a consolidation including the accounts of its wholly-owned corporations. The corporations maintain their individual accounts on the accrual accounting basis followed in commercial practice and a number have fiscal years conforming to the cycle of their individual operations rather than the April 1 to March 31 fiscal year.

Advances to Central Mortgage and Housing Corporation, made pursuant to section 22(1) of the Central Mortgage and Housing Corporation Act, *R.S., c. 46*, increased by \$385 million resulting from additional advances of: \$376 million for loans to approved borrowers less repayments of \$104 million; and \$129 million less repayments of \$16 million in respect of projects entered into with provinces, municipalities and universities.

The total for the Canadian National Railways increased by \$201 million due to:

(a) further investments in 4% preferred stock of the Company pursuant to section 6 of the Canadian National Railways Capital Revision Act, <i>R.S., c. 311</i> , continued by the Canadian National Railways Financing and Guarantee Act, 1967, 1967-68, <i>c. 14</i> , and the Canadian National Railways Financing and Guarantee Act, 1968, 1968-69, <i>c. 9</i> .....	\$ 28,118,000
(b) further advances under the authority of	
Canadian National Railways Financing and Guarantee Act, 1941, 1940-41, <i>c. 12</i> }	
Canadian National Railways Financing and Guarantee Act, 1942, 1942-43, <i>c. 22</i> }	9,863,000
Canadian National Railways Refunding Act, 1955, 1955, <i>c. 31</i> .....	55,800,000
Canadian National Railways Financing and Guarantee Act, 1967, 1967-68, <i>c. 14</i>	
Section 3—capital expenditure.....	45,000,000
Canadian National Railways Financing and Guarantee Act, 1968, 1968-69, <i>c. 9</i>	
Section 7—loans to Air Canada.....	54,793,000
Section 9—capital expenditures.....	20,000,000
Section 11—temporary financing of C.N.R.....	5,000,000
Section 12—temporary financing of Air Canada.....	3,333,000
	<hr/> 221,907,000
Less—Repayments of advances made in the previous year for temporary financing	20,959,000
	<hr/> \$ 200,948,000

The advances to the Farm Credit Corporation increased by \$128 million over the preceding year due to further loans of \$172 million, less repayments of \$49 million, and \$5 million paid to the Corporation under section 12 of the Farm Credit Act, 1959, *c. 43*, as additional capital.

The amount shown for The St. Lawrence Seaway Authority increased by \$29 million comprising additional loans of \$23 million and a net increase of \$6 million in deferred interest. Included in loans to the Authority are interest-free advances of \$75 million for the Welland Canal.

The total for the National Harbours Board loans increased by \$11 million due to further advances of \$5.1 million for Vancouver Harbour and \$1.3 million for Montreal Harbour under the authority of Vote L120, Appropriation Act No. 4, 1968, 1968-69, *c. 11*



and a further loan of \$4.6 million to the Saint John Harbour Bridge Authority pursuant to Vote L106b, Appropriation Act No. 7, 1967, 1967-68, c. 8.

The amount shown for Export Credits Insurance Corporation reflects an increase of \$32 million in advances to enable the Corporation to provide long-term financing of export sales of capital goods and services.

There was an increase of \$69 million in advances to Atomic Energy of Canada Limited, mainly for the construction of: Nelson River transmission line, \$25 million; Gentilly nuclear power station, \$22 million; Pickering generating station, \$19 million; and manufacturing facilities and a laboratory for the Commercial Products Division, \$2 million.

The amount for Northern Canada Power Commission increased by \$8 million over the preceding year due to further loans of \$9 million under authority of Vote L65, Appropriation Act No. 4, 1968, 1968-69, c. 11, and Vote L65b, Appropriation Act No. 1, 1969, 1968-69, c. 23, less repayments of \$1 million.

The amount shown for the Canadian Dairy Commission increased by \$20 million over the preceding year due to further loans of \$55 million, less repayments of \$35 million, under the Canadian Dairy Commission Act, 1966-67, c. 34.

Loans to the National Capital Commission for purposes other than the Greenbelt were reduced by \$9.2 million during the year because of transfers totalling \$5.5 million from the National Capital Fund relating to properties which in the view of the Commission had been put into use during the year, and a payment of \$4 million from appropriations of the Department of Public Works towards the cost of the LeBreton Flats site of the then proposed National Defence Headquarters.

The amount of \$25,150,000 shown as loans to the Canadian Corporation for the 1967 World Exhibition represents that portion of the loans which is equivalent to the balance owing to the Corporation by the City of Montreal with respect to the City's share of the Corporation's deficit. This amount has since been covered by notes of the City of Montreal in the amount of \$14 million and of the Province of Quebec in the amount of \$11 million.

The amount shown for the Canada Deposit Insurance Corporation decreased by \$6 million from the preceding year due to repayments of \$14 million, less further loans of \$8 million made pursuant to section 34 of the Canada Deposit Insurance Corporation Act, 1966-67, c. 70.

The amount shown for the Cape Breton Development Corporation increased by \$5 million over the preceding year due to further advances made under the authority of section 19(2) of the Cape Breton Development Corporation Act, 1967-68, c. 6.

Loans of \$2 million were made during the year to Northern Transportation Company Limited under the authority of Vote L70 of Appropriation Act No. 4, 1968, 1968-69, c. 11, to finance the acquisition of transportation facilities for use on the Mackenzie River and Central Arctic Coast.

Advances of \$367,000 were made during the year to the Canadian Film Development Corporation under the authority of the Canadian Film Development Corporation Act, 1966-67, c. 78, which appropriated \$10 million to foster and promote the development of a feature film industry in Canada.

The amount of \$122,900,000 shown as due from the Canadian Corporation for the 1967 World Exhibition represents Canada's share of the estimated final deficit of the Corporation. Authority for the deletion of this amount from the accounts of Canada is contained in the Expo Winding-up Act, 1969-70, c. 1.

The financing of the capital requirements of the Canadian Broadcasting Corporation continued to be by means of loans. Additional loans, under the authority of Vote L100, Appropriation Act No. 4, 1968, 1968-69, c.11, totalled \$22 million. Repayments during the year amounted to \$4 million. Repayment of the loans of \$92,370,000 outstanding at March 31, 1969 will involve parliamentary appropriations over a period of 20 years.

**211. Loans to national governments.** The following is a listing of the balances of these loans at March 31, 1969 in comparison with the balances at the close of the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
United Kingdom.....	\$ 1,058,091,000	\$ 1,039,999,000	\$ 1,059,231,000
France.....	67,600,000	67,600,000	67,600,000
Netherlands.....	32,130,000	32,130,000	32,130,000
Belgium.....	18,456,000	20,763,000	23,070,000
India.....	—	1,323,000	3,969,000
Other countries.....	305,000	164,000	527,000
	<u>1,176,582,000</u>	<u>1,161,979,000</u>	<u>1,186,527,000</u>
Special assistance loans to developing countries:			
India.....	42,935,000	16,953,000	1,579,000
Pakistan.....	22,672,000	12,665,000	7,277,000
Nigeria.....	5,705,000	3,976,000	3,031,000
Ceylon.....	4,243,000	2,974,000	974,000
Trinidad and Tobago.....	3,777,000	2,839,000	1,628,000
Jamaica.....	3,247,000	1,540,000	251,000
Guyana.....	2,361,000	1,067,000	314,000
El Salvador.....	2,068,000	51,000	—
Tanzania.....	2,043,000	1,770,000	—
Other countries.....	3,580,000	270,000	—
	<u>92,631,000</u>	<u>44,105,000</u>	<u>15,054,000</u>
	<u>\$ 1,269,213,000</u>	<u>\$ 1,206,084,000</u>	<u>\$ 1,201,581,000</u>

The 1968 annual instalment of principal and interest on the loan to the United Kingdom was deferred by the United Kingdom as permitted by the provisions of The United Kingdom Financial Agreement Act, 1946, 1946, c.12. The increase in the indebtedness at March 31, 1969 results from the addition of interest amounting to \$18 million for 1968, which was deferred to December 31, 2004.

No payments were due from France and the Netherlands because of special payments made in 1962-63 covering instalments up to and including the 1969 instalment.

The special assistance loans to developing countries increased by \$49 million. These include loans of \$27 million repayable over 40 years, following a grace period of 10 years from the date of execution of each agreement, which bear interest at  $\frac{3}{4}$  of 1% per annum on the amount of the loan committed less any repayments, and \$58 million of interest-free loans, also repayable over 40 years with a grace period of 10 years.

**212. Other loans and investments.** The balances comprising this asset at March 31, 1969, with the comparable balances at the close of the two previous years, were:

	March 31, 1969	March 31, 1968	March 31, 1967
Subscriptions to capital of, and working capital advances and loans to, international organizations.....\$	999,124,000	\$ 969,646,000	\$ 952,188,000
Veterans' Land Act Fund.....	446,111,000	406,231,000	333,857,000
Less—Reserve for conditional benefits.....	24,443,000	23,282,000	22,449,000
	421,668,000	382,949,000	311,408,000
Municipal Development and Loan Board.....	281,312,000	280,595,000	236,331,000
Less—Reserve for forgiveness of indebtedness.....	—	922,000	5,097,000
	281,312,000	279,673,000	231,234,000
Provincial governments.....	270,328,000	187,748,000	123,515,000
Housing projects for the Canadian Forces....	21,660,000	21,598,000	20,497,000
Manufacturers of automotive products in Canada.....	21,644,000	20,505,000	12,627,000
Government of the Northwest Territories.....	16,810,000	12,781,000	8,876,000
Government of the Yukon Territory.....	15,308,000	11,480,000	9,073,000
Manufacturers—defence plant modernization.	14,643,000	10,210,000	—
Assisted passage scheme.....	11,974,000	13,219,000	11,096,000
Government equity in agency account of Crown Assets Disposal Corporation.....	7,761,000	7,257,000	7,298,000
Other balances.....	32,108,000	28,090,000	26,186,000
	<u>\$ 2,114,340,000</u>	<u>\$ 1,945,156,000</u>	<u>\$ 1,713,998,000</u>

The following is a listing of Canada's subscriptions to capital of, and working capital advances and loans to, international organizations at March 31, 1969, in comparison with the amounts at the close of the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
Subscriptions to capital—			
International Monetary Fund.....\$	782,655,000	\$ 782,655,000	\$ 782,655,000
International Development Association.....	112,776,000	85,749,000	70,722,000
International Bank for Reconstruction and Development.....	85,024,000	85,024,000	85,024,000
Asian Development Bank.....	8,108,000	5,405,000	2,703,000
International Finance Corporation.....	3,522,000	3,522,000	3,522,000
	992,085,000	962,355,000	944,626,000
Working capital advances and loans.....	7,039,000	7,291,000	7,562,000
	<u>\$ 999,124,000</u>	<u>\$ 969,646,000</u>	<u>\$ 952,188,000</u>



During the year Canada increased its subscription to the capital of the International Development Association by \$27 million as authorized by Vote L28, Appropriation Act No. 4, 1968, *1968-69, c.11*, and also subscribed \$2.7 million for the purchase of an additional 250 shares in the Asian Development Bank as authorized by Vote L23b, Appropriation Act No. 9, 1966, *1966-67, c.55*.

The increase of \$39 million in the Veterans' Land Act Fund was mainly due to additional advances of \$68 million for the purchase of property, less repayments of \$27 million.

The Municipal Development and Loan Board advances were made pursuant to the Municipal Development and Loan Act, *1963, c.13*, to provide financial assistance to augment or accelerate municipal capital works programs. The Act provided for the forgiveness of 25% of the principal amount of a loan where the municipal project in respect of which the loan was extended was completed to the satisfaction of the Municipal Development and Loan Board on or before September 30, 1966, and 25% of the cost of the work performed to that date where the project was not completed until a later date.

The loans to provincial governments at March 31, 1969, with the comparable balances at the close of the two previous years, were:

	March 31, 1969	March 31, 1968	March 31, 1967
Quebec.....	\$ 73,460,000	\$ 18,912,000	\$ —
New Brunswick.....	56,527,000	45,172,000	31,782,000
Nova Scotia.....	47,462,000	38,394,000	22,394,000
Newfoundland.....	46,600,000	30,389,000	17,725,000
Saskatchewan.....	23,592,000	29,199,000	26,386,000
Manitoba.....	9,675,000	10,801,000	9,461,000
British Columbia.....	8,503,000	9,431,000	10,343,000
Alberta.....	4,509,000	4,970,000	5,424,000
Prince Edward Island.....	—	480,000	—
	<u>\$ 270,328,000</u>	<u>\$ 187,748,000</u>	<u>\$ 123,515,000</u>

The following schedule shows the nature of the loans to the provincial governments:

	March 31, 1969	March 31, 1968	March 31, 1967
Advances and loans pursuant to the Atlantic Provinces Power Development Act, <i>1957-58, c.25</i> .....	\$ 144,758,000	\$ 101,938,000	\$ 71,900,000
Quebec share re guarantee 1967 World Exhibition loans.....	60,491,000	—	—
Treasury bill indebtedness of the Governments of the Western Provinces pursuant to the provisions of the Western Provinces Treasury Bills and Natural Resources Settlement Act, <i>1947, c.77</i> .....	31,233,000	34,545,000	37,815,000
Overpayments to provinces arising from the Federal—Provincial Fiscal Arrangements Act, <i>1960-61, c.58</i> .....	19,606,000	38,081,000	—
Saskatchewan—re South Saskatchewan River Project	12,337,000	12,337,000	12,692,000
Other.....	1,903,000	847,000	1,108,000
	<u>\$ 270,328,000</u>	<u>\$ 187,748,000</u>	<u>\$ 123,515,000</u>

Advances and loans to the provinces pursuant to the Atlantic Provinces Power Development Act increased by \$43 million over the preceding year due to further advances of \$44 million under the authority of Vote LS5, Appropriation Act No. 4, 1968, 1968-69, c.11, less repayments of \$1 million.

The securities issued by the Canadian Corporation for the 1967 World Exhibition were guaranteed jointly by Canada and the Province of Quebec. As a result of the Corporation's inability to meet principal payments on notes held by Canada, the Province of Quebec delivered to Canada notes of the Province in the amount of \$74 million payable in 48 monthly instalments with interest at 5.46%.

**213. Securities held in trust.** The amount of \$111,466,000 at March 31, 1969 represents securities held for the following accounts: guarantee deposits in respect of oil and gas permits, \$89,732,000; deposits in respect of tax on recaptured capital cost allowances on commercial and fishing vessels, \$7,722,000; guarantee deposits in respect of customs duties and excise taxes, \$5,609,000; pilots' pension funds, \$3,957,000; contractors' securities, \$1,784,000; and other, \$2,662,000.

**214. Deferred charges.** The balances included under this heading at March 31, 1969, with the comparable balances at the close of the two previous years, were:

	March 31, 1969	March 31, 1968	March 31, 1967
Unamortized portion of actuarial deficiencies—			
Canadian Forces Superannuation Account.....	\$ 242,691,000	\$ 187,617,000	\$ 260,223,000
Public Service Superannuation Account.....	186,487,000	150,320,000	189,453,000
Royal Canadian Mounted Police Superannuation Account.....	20,720,000	15,816,000	10,957,000
	<hr/> 449,898,000	<hr/> 353,753,000	<hr/> 460,633,000
Unamortized loan flotation costs.....	163,458,000	138,202,000	121,213,000
	<hr/> \$ 613,356,000	<hr/> \$ 491,955,000	<hr/> \$ 581,846,000

The relative superannuation statutes provide that actuarial deficiencies resulting from salary revisions and periodical valuations of the Superannuation Accounts be charged to expenditure in five equal annual instalments. The item "Unamortized portion of actuarial deficiencies" represents the portion of the actuarial deficiencies to be charged to expenditure in subsequent fiscal years. During the year \$293 million was charged to this account; \$255 million resulted from salary revisions and the balance of \$38 million represented the provision required for the actuarial deficiency revealed by the valuation made of the Canadian Forces Superannuation Account as at December 31, 1965. Credits, representing that portion of the actuarial deficiencies charged to expenditure in the year, amounted to \$197 million.

The item "Unamortized loan flotation costs" records the unamortized portion of discounts and commissions paid on the flotation of loans. These costs are amortized, in the case of general loans, over the period from the date of issue to the earliest call date, if one

is specified, otherwise to the maturity date of the loan, and in the case of Canada Savings Bonds over a period of five years from the date of issue.

**215. Inactive loans and investments.** The \$94,824,000 shown for this item, which has remained unchanged for many years, comprises the following balances:

Loan to China in 1946 under the Export Credits Insurance Act, <i>R.S., c.105</i> .....	\$ 49,426,000
Loans to Roumania in 1919 for the purchase of goods produced in Canada.....	24,329,000
Balance arising out of implementation of guarantee, given under the Export Credits Insurance Act, of loans by chartered banks to Ming Sung Industrial Company Limited (carrying prior guarantee by the Government of China).....	14,470,000
Loans to Greece in 1919 for the purchase of goods produced in Canada.....	6,525,000
Loan to Province of Saskatchewan in 1908 for the purchase of seed grain (last payment received in 1959-60).....	74,000
	<u>\$ 94,824,000</u>

### Liabilities

**216.** The following table shows the liabilities at March 31, 1969, by main headings in the Statement of Assets and Liabilities, and the corresponding balances at the close of the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
Current and demand liabilities.....	\$ 2,219,087,000	\$ 2,310,627,000	\$ 1,672,102,000
Deposit and trust accounts.....	511,843,000	440,885,000	347,314,000
Annuity, insurance and pension accounts..	10,520,063,000	9,052,968,000	7,915,922,000
Undisbursed balances of appropriations to special accounts.....	235,508,000	124,819,000	101,518,000
Refundable corporation tax.....	140,806,000	235,269,000	196,157,000
Provision for compound interest on Canada Savings Bonds.....	12,421,000	26,041,000	19,993,000
Deferred credits.....	174,326,000	149,861,000	142,828,000
Suspense accounts.....	4,249,000	3,825,000	4,097,000
Unmatured debt.....	22,100,958,000	20,579,875,000	19,940,206,000
	<u>\$ 35,919,261,000</u>	<u>\$ 32,924,170,000</u>	<u>\$ 30,340,137,000</u>

**217. Current and demand liabilities.** The balances comprising this item in the Statement at March 31, 1969, in comparison with the balances at the close of the two previous years, were:

	March 31, 1969	March 31, 1968	March 31, 1967
Non-interest-bearing notes payable to the International Monetary Fund and other international organizations.....	\$ 601,008,000	\$ 816,730,000	\$ 366,378,000
Outstanding treasury cheques.....	502,541,000	427,401,000	382,625,000
Accounts payable.....	470,162,000	520,196,000	454,510,000
Interest accrued.....	399,433,000	315,283,000	286,250,000
Interest due.....	162,915,000	161,569,000	111,272,000
Matured debt.....	39,708,000	25,969,000	30,670,000
Other.....	43,320,000	43,479,000	40,397,000
	<u>\$ 2,219,087,000</u>	<u>\$ 2,310,627,000</u>	<u>\$ 1,672,102,000</u>



The non-interest-bearing notes represent those portions of Canada's subscriptions to the capital of international agencies which are not covered by cash or gold, of which \$552 million was payable to the International Monetary Fund, \$45 million to the International Development Association and \$4 million to the Asian Development Bank.

The amounts shown for "Accounts payable" are the totals of charges pertaining to the year for which cheques were issued in April of the following fiscal year.

**218. Deposit and trust accounts.** The following is a listing of the balances included in this item at March 31, 1969 in comparison with the balances at the close of the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
Provincial tax collection agreements.....	\$ 171,419,000	\$ 120,210,000	\$ 92,532,000
Guarantee deposits.....	105,252,000	50,046,000	41,214,000
Indian trust funds.....	34,274,000	34,015,000	33,721,000
Canadian Dairy Commission Account.....	24,521,000	25,241,000	15,000
National Harbours Board.....	22,705,000	16,771,000	17,225,000
Canadian Pension Commission (Administration trust fund).....	17,204,000	16,545,000	16,015,000
Deposits by Crown corporations.....	16,226,000	23,726,000	29,415,000
Instalment purchase of bonds by public service employees.....	15,599,000	16,168,000	16,336,000
Prairie Farm Emergency Fund.....	14,543,000	13,001,000	10,852,000
Special deposit held for Canadian Commercial Corporation.....	14,168,000	38,176,000	—
Contractors' holdbacks.....	13,373,000	14,896,000	14,888,000
Deposits respecting capital cost allowances on commercial and fishing vessels.....	8,221,000	4,003,000	4,264,000
Veterans' Land Act trust account.....	7,864,000	8,936,000	7,464,000
Post Office Savings Bank.....	7,805,000	18,596,000	20,756,000
Army Benevolent Fund.....	4,746,000	5,033,000	5,241,000
Veterans care trust fund.....	4,602,000	4,142,000	3,359,000
Contractors' security deposits.....	3,314,000	4,240,000	3,945,000
Other.....	26,007,000	27,140,000	30,072,000
	<u>\$ 511,843,000</u>	<u>\$ 440,885,000</u>	<u>\$ 347,314,000</u>

The Federal Government collects provincial income taxes from persons on behalf of all provinces except Quebec and from corporations on behalf of all provinces except Ontario and Quebec. At March 31, 1969 collections had exceeded remittances by \$171,419,000.

The balance of \$105,252,000 in the guarantee deposits account largely represents cash and securities deposited with the departments as guarantees in respect of oil and gas permits, mineral and timber rights, and for payments of customs duties and excise taxes. The securities held are recorded as assets in the contra account "Securities held in trust".

The Canadian Dairy Commission Account is the operating account of the Commission in which are recorded all its receipts and payments except those relating to administration. The balance of \$24,521,000 at March 31, 1969 includes \$13,500,000 representing

payment to the Commission by the Agricultural Stabilization Board to cover milk price stabilization payments estimated payable for deliveries made in February and March 1969.

The National Harbours Board account is the operating account of the Board in which all its receipts and payments are recorded. The balance includes the cash portion of the reserve funds of the Board for the replacement of fixed assets, etc.

The Canadian Pension Commission (Administration trust fund) account comprises pension payments administered by the Canadian Pension Commission, contributions received by the Commission to assist pensioners or their dependants, and detention allowances for Canadian seamen.

Deposits by Crown corporations at March 31, 1969 comprised: Export Credits Insurance Corporation, \$13,976,000; Atomic Energy of Canada Limited, \$1,500,000; and Crown Assets Disposal Corporation, \$750,000.

The Prairie Farm Assistance Act, *R.S., c.213*, imposes a levy of 1% on the price of grain purchased by licensees under the Canada Grain Act, *R.S., c.25*, and the moneys collected are credited to the Prairie Farm Emergency Fund. Awards are made to eligible farmers in areas affected by crop failures in the Provinces of Manitoba, Saskatchewan and Alberta and in the Peace River District of British Columbia. During 1968-69 credits to the Fund totalled \$8.4 million while awards totalled \$6.9 million, resulting in a surplus of \$1.5 million for the year.

The special deposit held for the Canadian Commercial Corporation is the balance of a partial payment made by the Government of the Netherlands for the procurement of aircraft.

Under the provisions of "An Act to amend the Income Tax Act and to repeal the Canadian Vessel Construction Assistance Act", 1966-67, *c. 91*, an owner of a vessel, at the time of its disposal, may deposit with the Department of Industry, Trade and Commerce an amount at least equal to the tax that would otherwise be payable in respect of the proceeds of disposition. Such a deposit may be paid out to any person who, before 1974, acquires a vessel constructed in Canada or incurs conversion costs in Canada with respect to a vessel, under conditions satisfactory to the Minister of Industry, Trade and Commerce. During the year \$18 million was deposited to this account and \$14 million was paid out.

The Veterans' Land Act trust account is the repository of advance payments by veterans in connection with purchases of land, payment of taxes, insurance, etc., and of proceeds of insurance claims to be used for restoration of fire damage.

The balance in the Post Office Savings Bank, \$7,805,000, is the amount on deposit in 265,520 depositors' accounts—a reduction of \$10,791,000 and 30,616 accounts during the year. Interest is paid on deposits at a rate of 2½% per annum. An Act to amend the

Post Office Act, 1968-69, c.5, terminated the payment of interest on deposits on December 31, 1969 and provides for the transfer to the Receiver General of unclaimed deposits under \$25 which have remained inactive for thirty years.

The Veterans care trust fund contains assigned pension moneys and other income of veterans who are receiving domiciliary care and treatment. Disbursements are made on behalf of the individual veterans in accordance with regulations approved by the Governor in Council.

The \$26,007,000 shown for "Other" balances at March 31, 1969 represents the total of 81 balances including: Permanent Services deferred pay, \$2,950,000; Common school funds, \$2,678,000; National Research Council of Canada special fund, \$2,308,000; Emergency gold mining assistance holdbacks, \$2,075,000; Government of the United States of America, \$1,810,000; Immigration guarantee fund, \$1,445,000; and World War II claims fund, \$1,218,000.

**219. Annuity, insurance and pension accounts.** The balances making up this item at March 31, 1969, and comparable figures at the close of the two previous years, are given in the following table:

	March 31, 1969	March 31, 1968	March 31, 1967
Superannuation accounts—			
Public Service.....	\$ 3,178,377,000	\$ 2,875,823,000	\$ 2,689,468,000
Canadian Forces.....	3,023,617,000	2,723,268,000	2,577,017,000
Royal Canadian Mounted Police.....	130,811,000	104,724,000	85,081,000
	<u>6,332,805,000</u>	<u>5,703,815,000</u>	<u>5,351,566,000</u>
Canada Pension Plan Account.....	2,107,758,000	1,352,754,000	680,881,000
Government Annuities Account.....	1,324,635,000	1,326,098,000	1,324,519,000
Old Age Security Fund.....	620,892,000	536,089,000	429,592,000
Other.....	133,973,000	134,212,000	129,364,000
	<u>\$ 10,520,063,000</u>	<u>\$ 9,052,968,000</u>	<u>\$ 7,915,922,000</u>

The transactions in the superannuation accounts during the year ended March 31, 1969 are summarized as follows:

#### *Public Service*

Balance at April 1, 1968..... \$ 2,875,823,000

#### *Add:*

Actuarial adjustment re pay increases—contra—"deferred charges" account.....	\$ 121,000,000	
Interest.....	117,950,000	
Contributions by participants.....	77,473,000	
Contributions by the Government.....	70,853,000	
Other credits.....	2,242,000	
	<u>389,518,000</u>	
		<u>3,265,341,000</u>



*Deduct:*

Annuity payments.....	\$ 74,683,000	
Withdrawals of contributions.....	10,275,000	
Other charges.....	2,006,000	
		<u>86,964,000</u>

Balance at March 31, 1969..... \$ 3,178,377,000

*Canadian Forces*

Balance at April 1, 1968..... \$ 2,723,268,000

*Add:*

Actuarial adjustments—contra—"deferred charges" account, re:		
pay increases.....	\$ 121,900,000	
deficit at December 31, 1965.....	37,700,000	
	159,600,000	
Interest.....	112,169,000	
Contributions by the Government.....	56,982,000	
Contributions by participants.....	33,889,000	
Other credits.....	8,000	
		<u>362,648,000</u>
		3,085,916,000

*Deduct:*

Annuity payments.....	55,202,000	
Termination allowances and return of contributions.....	6,983,000	
Other charges.....	114,000	
		<u>62,299,000</u>

Balance at March 31, 1969..... \$ 3,023,617,000

*Royal Canadian Mounted Police*

Balance at April 1, 1968..... \$ 104,724,000

*Add:*

Actuarial adjustment re pay increases—contra—"deferred charges" account.....	\$ 12,740,000	
Contributions by the Government.....	6,551,000	
Interest.....	4,495,000	
Contributions by participants.....	3,358,000	
Contributions by Newfoundland.....	17,000	
Other credits.....	28,000	
		<u>27,189,000</u>
		131,913,000

*Deduct:*

Annuity payments.....	881,000	
Termination allowances and return of contributions.....	210,000	
Other charges.....	11,000	
		<u>1,102,000</u>

Balance at March 31, 1969..... \$ 130,811,000

The following is a summary of the transactions in the Canada Pension Plan Account during the past three years:

	Year ended March 31		
	1969	1968	1967
Balance at beginning of year.....	\$ 1,352,754,000	\$ 680,881,000	\$ 89,406,000
<i>Add:</i>			
Contributions from employers and employees.....	697,626,000	640,244,000	587,202,000
Interest.....	86,810,000	43,578,000	12,084,000
Other income.....	590,000	835,000	617,000
	<u>785,026,000</u>	<u>684,657,000</u>	<u>599,903,000</u>
	2,137,780,000	1,365,538,000	689,309,000
<i>Deduct:</i>			
Administrative expense.....	14,455,000	11,516,000	8,377,000
Benefit payments.....	15,567,000	1,268,000	51,000
	<u>30,022,000</u>	<u>12,784,000</u>	<u>8,428,000</u>
Balance at end of year.....	<u>\$ 2,107,758,000</u>	<u>\$ 1,352,754,000</u>	<u>\$ 680,881,000</u>

The following is a summary of the transactions in the Government Annuities Account during the past three years:

	Year ended March 31		
	1969	1968	1967
Balance at beginning of year.....	\$ 1,326,098,000	\$ 1,324,519,000	\$ 1,317,080,000
<i>Add:</i>			
Interest.....	51,048,000	50,954,000	50,602,000
Premiums.....	14,915,000	18,587,000	21,944,000
Sundry adjustments.....	18,000	25,000	39,000
	<u>65,981,000</u>	<u>69,566,000</u>	<u>72,585,000</u>
	1,392,079,000	1,394,085,000	1,389,665,000
<i>Deduct:</i>			
Vested annuity and commuted value payments and refunds.....	66,643,000	66,800,000	65,018,000
Transfer to revenue of the excess over actuarial value of outstanding contracts.....	801,000	1,187,000	128,000
	<u>67,444,000</u>	<u>67,987,000</u>	<u>65,146,000</u>
Balance at end of year.....	<u>\$ 1,324,635,000</u>	<u>\$ 1,326,098,000</u>	<u>\$ 1,324,519,000</u>

The following is a summary of the transactions in the Old Age Security Fund during the past three years:

	Year ended March 31		
	1969	1968	1967
Collections of tax—			
On sales.....	\$ 528,122,000	\$ 544,516,000	\$ 559,515,000
On personal incomes.....	915,000,000	800,100,000	576,600,000
On corporation incomes.....	183,000,000	150,000,000	149,500,000
	<u>1,626,122,000</u>	<u>1,494,616,000</u>	<u>1,285,615,000</u>
Payments of pensions under the Old Age Security Act.....	1,541,319,000	1,388,119,000	1,073,006,000
Surplus for the year.....	84,803,000	106,497,000	212,609,000
Preceding year's balance brought forward....	536,089,000	429,592,000	216,983,000
Surplus at March 31.....	<u>\$ 620,892,000</u>	<u>\$ 536,089,000</u>	<u>\$ 429,592,000</u>

The following is a listing of the major items included in "Other" at March 31, 1969 in comparison with the balances at the close of the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
Veterans Insurance Fund.....	\$ 32,146,000	\$ 31,616,000	\$ 30,961,000
Civil Service Insurance Fund.....	23,814,000	24,061,000	24,152,000
Regular Forces Death Benefit Account.....	19,611,000	18,844,000	17,901,000
Public Service Death Benefit Account.....	16,383,000	14,389,000	12,774,000
Unemployment Insurance Fund.....	12,077,000	16,397,000	13,844,000
Returned Soldiers' Insurance Fund.....	10,204,000	10,787,000	11,413,000
Royal Canadian Mounted Police Dependants' Pension Fund.....	8,282,000	8,093,000	7,901,000
Pilots' Pension Funds.....	4,108,000	3,751,000	3,395,000
Crop Reinsurance Fund.....	3,348,000	1,911,000	880,000
Members of Parliament Retiring Allowances Account.	2,621,000	2,559,000	2,329,000
Sundry.....	1,379,000	1,804,000	3,814,000
	<u>\$ 133,973,000</u>	<u>\$ 134,212,000</u>	<u>\$ 129,364,000</u>

The Crop Reinsurance Fund account was established by an amendment (1964-65, c.28) to the Crop Insurance Act, 1959, c.42. Moneys amounting to \$1,437,000 paid by three provinces for the purpose of reinsurance under reinsurance agreements were credited to the Fund during 1968-69.

The transactions during the year ended March 31, 1969 in the Members of Parliament Retiring Allowances Account are summarized as follows:

Balance at April 1, 1968.....	\$ 2,559,000
Add:	
Contributions by participants.....	\$ 236,000
Contributions by the Government.....	212,000
Interest.....	103,000
	<u>551,000</u>
	3,110,000



*Deduct:*

Annual allowances.....	\$ 398,000	
Withdrawal allowances.....	91,000	
		\$ 489,000
Balance at March 31, 1969.....		\$ 2,621,000

**220. Undisbursed balances of appropriations to special accounts.** The following is a listing of the balances included in this item at March 31, 1969 in comparison with the balances at the close of the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
Reserve for salary increases for 1968-69 and previous fiscal years.....	\$ 120,529,000	\$ —	\$ —
International Assistance Account.....	86,386,000	64,846,000	61,485,000
Surplus Crown Assets Account—			
Department of National Defence.....	13,122,000	31,053,000	24,303,000
Railway Grade Crossing Fund.....	8,225,000	9,509,000	10,279,000
National Capital Fund—			
National Capital Commission.....	3,750,000	—	—
Centennial of Confederation Fund.....	2,384,000	7,253,000	4,714,000
Other.....	1,112,000	12,158,000	737,000
	\$ 235,508,000	\$ 124,819,000	\$ 101,518,000

Treasury Board Vote 5b, Appropriation Act No. 1, 1969, *1968-69, c.23*, established the unexpended balance of Treasury Board Vote 5 as a reserve for salary increases for 1968-69 and previous fiscal years.

The International Assistance Account was established under authority of External Affairs Vote 33d, Appropriation Act No. 2, 1965, *1964-65, c.50*. The Account provides for economic, technical and educational assistance to developing countries and for certain special administrative expenses in connection therewith. In 1968-69 the Account was credited with \$62,900,000 provided by External Affairs Vote 35. Expenditure during the year totalled \$41,360,000.

The Surplus Crown Assets Account—Department of National Defence was established by Vote 48 of Appropriation Act No. 2, 1966, *1966-67, c.3*. Proceeds from the sale of surplus materials, supplies and equipment and, within annual limits, from the sale of surplus buildings, works and land are credited to the Account and, subject to the approval of the Treasury Board, expenditure for any of the purposes of the Department of National Defence is charged to the Account. The Account was credited with proceeds from sales of \$7.5 million in 1968-69 and charged with expenditure of \$25 million.

Section 265 of the Railway Act, *R.S., c.234*, established the Railway Grade Crossing Fund and provides that \$5 million will be credited to the Fund in each fiscal year. In 1968-69 the Fund was credited with a further \$10 million provided by Transport Vote 60. Expenditure totalling \$16 million was incurred in aiding in the cost of installing protective devices at railway crossings, grade separations, and reflective markings on the sides of railway cars.

An amount of \$15 million provided by Regional Development Vote 25, was credited to the National Capital Fund during the year of which \$11.3 million was transferred to the National Capital Commission to finance the costs of projects approved by the Governor in Council, leaving a balance of \$3.7 million in the Fund at March 31, 1969.

During the year, \$4.9 million was paid out of the Centennial of Confederation Fund, leaving a balance of \$2,384,000 at March 31, 1969.

**221. Refundable corporation tax.** This account records amounts received from corporations and trusts as special refundable income tax computed in accordance with an amendment (1966-67, c.47) to the Income Tax Act, *R.S., c.148*. This special tax applied to the period May 1, 1966 to October 31, 1967 and is refundable, with interest at 5% per annum, from 18 to 36 months after the date of receipt. During the year \$23 million was credited to this account and \$117 million was refunded, leaving a balance of \$140,806,000.

**222. Provision for compound interest on Canada Savings Bonds.** Certain issues of Canada Savings Bonds provide for payment of additional interest where bondholders do not claim interest for certain stipulated periods of time. The balance of \$12,421,000 in the account represents the provision to March 31, 1969 for this additional interest.

**223. Deferred credits.** The following is an analysis of this item at the close of the 1968-69 fiscal year and the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
Deferred interest on loans made under The United Kingdom Financial Agreement Act, 1946.....	\$ 101,077,000	\$ 82,985,000	\$ 82,985,000
Deferred interest on loans to The St. Lawrence Seaway Authority.....	60,610,000	54,468,000	47,768,000
Equity in agency account of Crown Assets Disposal Corporation.....	7,762,000	7,257,000	7,298,000
Other balances.....	4,877,000	5,151,000	4,777,000
	<u>\$ 174,326,000</u>	<u>\$ 149,861,000</u>	<u>\$ 142,828,000</u>

The increase of \$18 million in the item "Deferred interest on loans made under The United Kingdom Financial Agreement Act, 1946" resulted from the Government of the United Kingdom exercising its option, for the fourth time since December 31, 1956, to defer the annual instalment of principal and interest on the loans.

The St. Lawrence Seaway Authority paid \$13 million on account of interest previously deferred, while payment of interest for the year 1968 amounting to \$19 million was in turn deferred. This deferred interest is payable by the Authority over a 40-year period along with repayments of principal.

**224. Suspense accounts.** The largest suspense item is "Unclaimed cheques account" which totalled \$1.2 million at March 31, 1969.

**225. Unmatured debt.** A summary of the unmatured debt outstanding at March 31, 1969, in comparison with balances outstanding at the close of the previous two years, is as follows:

	March 31, 1969	March 31, 1968	March 31, 1967
Bonds—			
Payable in Canadian dollars.....	\$ 18,818,550,000	\$ 17,939,521,000	\$ 17,264,612,000
Payable in United States dollars.....	266,733,000	160,354,000	365,594,000
Payable in Italian lire.....	108,108,000	—	—
Payable in Deutsche marks.....	67,567,000	—	—
	<u>19,260,958,000</u>	<u>18,099,875,000</u>	<u>17,630,206,000</u>
Treasury bills.....	2,840,000,000	2,480,000,000	2,310,000,000
	<u>\$ 22,100,958,000</u>	<u>\$ 20,579,875,000</u>	<u>\$ 19,940,206,000</u>

The increase of \$879 million in the bonds payable in Canadian dollars is the amount by which new borrowings of \$6,513 million exceeded redemptions of \$5,634 million. Canada Savings Bonds accounted for \$72 million of the increase which resulted from \$4,284 million of new issues and \$4,212 million of redemptions.

The official parity rate for Italian lire is 625=\$1 US and for Deutsche marks is 4=\$1 US. The indebtedness payable in these currencies is converted to US currency at the official parity rates and then, along with the indebtedness payable in United States dollars, is recorded at the official rate of \$1 US=\$1.08108 Canadian.

The treasury bills indebtedness of \$2,840,000,000 comprises: three-month bills, \$1,740,000,000; six-month bills, \$875,000,000; and 364-day bills, \$225,000,000.

### Net Debt

**226.** With the Liabilities amounting to \$35,919,261,000 (paragraph 216) and the Assets to \$18,583,423,000 (paragraph 202), the Net Debt at March 31, 1969 was \$17,335,838,000. The following is an analysis of the Net Debt Account for the year:

Balance at April 1, 1968.....	\$ 16,759,725,000
Deficit for the year—	
Expenditure.....	\$ 10,767,249,000
Revenue.....	<u>10,191,136,000</u>
	576,113,000
Balance at March 31, 1969.....	<u>\$ 17,335,838,000</u>

### Contingent Liabilities

**227.** A note on the Statement of Assets and Liabilities gives the totals of the several classes of contingent liabilities at the year-end and refers to page 7.91 of the Public Accounts (Volume I) where details are to be found.



The following is a summary of the contingent liabilities with determinate amounts outstanding at March 31, 1969 in comparison with the corresponding amounts at the close of the two previous years:

	March 31, 1969	March 31, 1968	March 31, 1967
Insured loans made by approved lenders under the National Housing Act, 1954, 1953-54, c.23.....	\$ 6,732,000,000	\$ 6,311,000,000	\$ 5,789,000,000
Railway securities guaranteed as to principal and interest.....	1,131,366,000	1,197,181,000	1,275,948,000
Deposits maintained by the chartered banks in the Bank of Canada.....	1,038,025,000	935,782,000	1,148,002,000
Loans made by chartered banks to the Canadian Wheat Board.....	394,900,000	141,414,000	329,018,000
Loans made by chartered banks under various Acts.....	358,835,000	296,689,000	233,696,000
Guarantees under Part I of the Export Credits Insurance Act, R.S., c.105.....	332,966,000	369,387,000	458,096,000
Notes issued by the Canadian Corporation for the 1967 World Exhibition.....	56,100,000	228,250,000	175,000,000
Home improvement loans under the National Housing Act, 1954.....	21,116,000	20,209,000	18,693,000
	<u>\$ 10,065,308,000</u>	<u>\$ 9,499,912,000</u>	<u>\$ 9,427,453,000</u>

Among the contingent liabilities of indeterminate amount is that in respect of loans made by approved lending institutions under National Housing Acts prior to 1954.

## Comments on Assets and Liabilities

**228.** Section 64 of the Financial Administration Act requires that there be included in the Public Accounts "a statement, certified by the Auditor General, of such of the assets and liabilities of Canada as in the opinion of the Minister [of Finance] are required to show the financial position of Canada as at the termination of the fiscal year".

**229.** The Statement of Assets and Liabilities as at March 31, 1969 was prepared by the Receiver General on the same basis as in previous years, the following explanation concerning this basis being included in the introduction to the Public Accounts:

With certain exceptions, taxes and revenues receivable, revenue and other asset accruals and inventories of materials, supplies and equipment are not recorded as assets (except when these are held as charges against working capital accounts) nor are public works and buildings or other fixed or capital assets. Following the principle that only realizable or interest- or revenue-producing assets should be offset against the gross liabilities, costs of capital works are charged to expenditures at the time of acquisition or construction. Consequently government buildings, public works, national monuments, military assets (such as aircraft, naval vessels, and army equipment) and other capital works and equipment are recorded on the statement of assets and liabilities at a nominal value of \$1 as the value is not considered as a proper offset to the gross liabilities in determining the net debt of Canada.

On the liabilities side, accrued liabilities (except for interest accrued on the public debt) are not taken into account in determining the obligations of the government. However, under section 35 of the Financial Administration Act, liabilities under contracts and other accounts payable at March 31 if paid on or before April 30 may be charged to the accounts for the year. These are recorded as accounts payable in the "Current and demand liabilities" schedule to the statement of assets and liabilities.

This explanation reflects a policy established by the Minister of Finance in 1920, that assets to be included in the Statement of Assets and Liabilities should be confined to those which are readily convertible or which are revenue-producing. The Minister had immediately implemented this policy by removing from the Statement of Assets and Liabilities a substantial amount in loans, etc., which could not meet this test.

This policy has been followed by successive Ministers of Finance ever since but a major exception was introduced in 1957-58 when funds required by the National Capital Commission for the purchase of lands in the Greenbelt were recorded as loans to the Commission instead of budgetary expenditure as had formerly been the case. They were given the appearance of being revenue-producing by asking Parliament to appropriate money to the National Capital Commission with which to pay interest on the loans. The practice was later extended to the financing of other agencies.

Brief details of exceptions to established policy are as follows:

*Loans to, and investments in, Crown corporations*

CANADIAN BROADCASTING CORPORATION. Funds required by the Corporation for capital expenditure since April 1, 1964 have been provided in the form of loans. Loans outstanding at March 31, 1969 amounted to \$92,370,000. Each loan is repayable in equal annual instalments over 20 years at interest rates varying from  $5\frac{1}{4}\%$  to  $7\frac{3}{8}\%$ .

CANADIAN CORPORATION FOR THE 1967 WORLD EXHIBITION. Initially, the funds required by the Corporation to conduct its business were provided by Canada, the Province of Quebec and the City of Montreal in the form of grants totalling \$40 million. These grants were fully used by August 15, 1965. Subsequently, the Corporation was financed by Canada through the purchase of securities issued by the Corporation and guaranteed by Canada and the Province and by means of bank loans similarly guaranteed, as authorized by section 12 of the Canadian Corporation for the 1967 World Exhibition Act, 1962-63, c.12.

We noted in last year's Report (paragraph 239) that the Corporation's indebtedness to Canada was \$205 million at March 31, 1968. Of this sum, \$148,900,000 became due on June 30, 1968 and, since the Corporation was unable to meet the payment, the Province, as joint guarantor, assumed half the liability and delivered to Canada notes of the Province in the amount of \$74,450,000. The Corporation was also unable to repay its bank loans of \$35 million that fell due on June 30, 1968 and Canada and the Province were each required to provide an additional \$17.5 million under their joint guarantee. Thus, at March 31, 1969 the Corporation's indebtedness to Canada amounted to \$148,050,000. Of this amount, \$25,150,000 was in respect of the City of Montreal's share of the deficit and has since been settled by receipt of the City's notes for \$14,371,000 and the Province's notes for \$10,779,000. The balance of \$122,900,000 represents Canada's share of the estimated final deficit of the Corporation and authority for the deletion of this amount from the accounts of Canada is contained in the Expo Winding-up Act, 1969-70, c.1. (See paragraph 56 of Volume I of this Report.)

NATIONAL CAPITAL COMMISSION. Funds required by the Commission for the purchase of Greenbelt lands and certain other lands have, since 1957-58, been provided in the form of loans from Canada which amounted to \$65,876,000 at March 31, 1969, comprising loans of \$37,695,000 for acquiring Greenbelt lands and loans of \$28,181,000 for acquiring other lands. These loans bear interest at rates varying from 4% to  $7\frac{1}{16}\%$  and are repayable only if and when the properties are sold or put into use by the Government for other than Greenbelt purposes.

NORTHERN CANADA POWER COMMISSION.

(a) Amounts totalling \$1,200,000 required by the Commission for the purpose of extending the utilidor system at Inuvik, N.W.T., were provided in the form of loans of \$350,000 in 1964 and \$850,000 in 1968. These loans bear no interest and the intention is that on completion of the extension to the utilidor system, the cost is to be covered by a parliamentary appropriation. The first extension, begun in 1964, was completed in 1966 at a cost of \$378,500 but it was not until December 28, 1967 that a billing was provided to the Department of Indian Affairs and Northern Development. A partial payment of \$176,000 was made by the Department on September 13, 1968, final payment being made only in June 1969. When the Commission received the partial payment in September 1968 it should have applied the amount of \$147,500, the excess of the amount paid over the portion of the cost financed by the Commission, towards repayment of the original loan of \$350,000. This was not done with the result that the entire loan was outstanding at the year-end.



(b) An amount of \$300,000 required by the Commission for the purpose of reconstructing the water supply system at Dawson, Y.T., was provided in the form of a loan from Canada in 1967. The loan bears no interest and on completion of the work is to be repaid from funds appropriated by Parliament as a grant to the Government of the Yukon Territory. The work was declared completed on March 31, 1969 but no billing has yet been issued.

### *Other loans and investments*

GOVERNMENT OF THE NORTHWEST TERRITORIES. Of the loans to the Government of the Northwest Territories amounting to \$16,810,000 at March 31, 1969, an aggregate of \$14,862,000 represents loans made in the years 1959 to 1969 for capital expenditure purposes. The loans are repayable over periods of from five to 20 years and bear interest at rates varying from  $4\frac{1}{8}\%$  to  $7\frac{1}{2}\%$ . By agreement, Canada pays an annual amortization subsidy equivalent to the principal and interest due each year, less all moneys repaid to the Territorial Government in the year by local administrative districts in respect of loans made to them by the Territories from moneys borrowed from Canada.

GOVERNMENT OF THE YUKON TERRITORY. Of the loans to the Government of the Yukon Territory amounting to \$15,308,000 at March 31, 1969, an aggregate of \$12,633,000 represents loans made during the years 1958 to 1969 for capital expenditure purposes. The loans are repayable over periods of from five to 30 years and bear interest at rates varying from  $4\frac{1}{8}\%$  to  $7\frac{1}{2}\%$ . By agreement, Canada pays an annual amortization subsidy equivalent to the principal and interest due each year, less all moneys repaid to the Territorial Government in the year by local administrative districts in respect of loans made to them by the Territory from moneys borrowed from Canada.

The Public Accounts Committee holds the view that outlays on property in the Greenbelt are expenditures of the Crown rather than income-producing investments and has on two occasions requested the Department of Finance to review the existing practice with the National Capital Commission, with a view to placing the financing of the Commission on a more realistic basis. (See item 9 of Appendix 1 to Volume I of this Report.) In its Seventh Report 1966-67 the Public Accounts Committee stated that it was disturbed to learn that not only was no review undertaken by the Department of Finance in the case of the National Capital Commission, but that the practice was continued and further extended in 1964-65 when the House was asked to approve loans to the Canadian Broadcasting Corporation. The Committee reiterated its opinion that "expenditures of this type are not loans or advances which can or should be regarded as revenue-producing assets but are in fact grants and should be charged directly to budgetary expenditure in the Public Accounts of Canada". (See item 25 of Appendix 1 to Volume I of this Report.)

The National Capital Commission has recently received a directive from the Treasury Board with respect to loans for the purchase of property other than in the Greenbelt under which, starting with 1970-71, loans will be provided only to acquire, improve and service properties which are to be sold to other users, thereby enabling the Commission to repay the loans. The Commission is to provide in its future budgetary appropriations for the pay-back of loans which were used to purchase land which is not for sale.

Under the policy outlined at the beginning of this section, the cost of government buildings and other public works undertaken by government departments is charged to expenditure at the time of acquisition or construction because the departments are dependent on public revenue for their capital needs. The Crown corporations and other bodies referred to previously are also dependent on public revenue for their capital needs.

The practice of making loans of this type instead of grants has had the effect of understating the Deficit shown in the Public Accounts each year since 1958. To the extent that grants are made in later years to provide for repayment of the loans, the Deficit will increase or the Surplus decrease in those years. (See paragraph 71 of Volume I of this Report.)

**230. Accounts receivable.** Taxes and sundry accounts receivable are not recorded as assets in the Statement of Assets and Liabilities but information regarding the accounts receivable for each department at March 31, in comparison with the corresponding information at the close of the preceding year, is given in the several departmental sections of Volume II of the Public Accounts.

A summary of the accounts receivable totals by department is included as Appendix 13 on page 9.29 of Volume I of the Public Accounts. The summary shows a total of \$341 million receivable at March 31, 1969 of which \$15 million is classified as uncollectable. The comparable figures at March 31, 1968 were \$338 million and \$17 million.

The accounts receivable totals at March 31, 1969 were the amounts remaining after certain debts, primarily those deemed to be uncollectable, had been deleted from the accounts under the following authorities:

	Items	Amount
Appropriation Act No. 1, 1969, 1968-69, c.23—Treasury Board Vote 6b— amounts in excess of \$1,000.....	746	\$ 5,653,000
Financial Administration Act, R.S., c.116—section 23—amounts of \$1,000 or less.....	13,751	1,027,000
Bankruptcy Act, R.S., c.14—section 135—discharged bankrupts.....	1,541	1,654,000
Unemployment Insurance Act, 1955, c.50— section 42—unpaid contributions.....	1,153	182,000
section 67—overpaid benefits.....	13,294	1,539,000
	<u>30,485</u>	<u>\$ 10,055,000</u>

A summary of deletions by department follows:

	Items	Amount
External Affairs.....	188	\$ 10,000
Fisheries and Forestry.....	171	10,000
Indian Affairs and Northern Development.....	1,165	115,000
Labour—		
Department.....	3	3,000
Unemployment Insurance Commission.....	20	2,000
Unemployment Insurance Fund.....	14,447	1,722,000
	<u>14,470</u>	<u>1,727,000</u>

	Items	Amount
Manpower and Immigration.....	60	\$ 16,000
National Defence.....	793	61,000
National Health and Welfare.....	3,855	100,000
National Revenue—		
Customs and Excise Division.....	1,006	1,717,000
Taxation Division.....	7,212	6,209,000
	8,218	7,926,000
Solicitor General—		
Correctional Services.....	433	16,000
Royal Canadian Mounted Police.....	20	9,000
	453	25,000
Transport.....	719	32,000
Treasury Board—		
Department.....	4	17,000
National Research Council.....	9	3,000
	13	20,000
Veterans Affairs.....	181	5,000
Other.....	199	8,000
	30,485	\$ 10,055,000

Included in the accounts receivable are amounts totalling \$2,876,000, compared with \$4,702,000 in the previous year, representing interdepartmental accounts which should have been settled before the books were closed for the year. Of this amount \$99,872 remains outstanding from prior years. A listing, by department, of receivables due from other government departments at March 31, 1969 follows:

	Accounts arising in	
	Current year	Prior years
Agriculture.....	\$ 81,789	\$ —
Consumer and Corporate Affairs.....	9,827	—
Energy, Mines and Resources.....	1,872	531
External Affairs.....	8,640	3,671
Finance.....	304	2,229
Fisheries and Forestry.....	155,176	—
Indian Affairs and Northern Development.....	193,071	13,382
Industry, Trade and Commerce.....	18,033	2,743
Justice.....	5,440	—
National Defence.....	62,455	—
National Health and Welfare.....	—	518
National Revenue—Customs and Excise.....	648,733	—
Privy Council.....	—	242
Public Works.....	325,452	33,091
Solicitor General—Correctional Services.....	54,194	—
Supply and Services—Public Printing and Stationery.....	13,814	3,146
Transport.....	1,168,486	39,063
Treasury Board—National Research Council.....	17,914	—
Veterans Affairs.....	11,242	1,256
	\$ 2,776,442	\$ 99,872



These accounts were not settled due to delays in submitting billings, delays in processing invoices and, in some cases, due to debtor departments not having sufficient funds in their appropriations. For instance, of the amount owing to the Department of National Revenue, \$561,000 was payable by the Department of National Defence. A billing had been submitted by the Department of National Revenue in 1968-69 but was returned by the Department of National Defence due to a lack of funds.

In previous Reports (paragraph 240 in 1968) we have drawn attention to the fact that some departments were not keeping their accounts receivable accurately and efficiently in that they were not maintaining control accounts or providing for an effective verification of the accounts by officers other than those responsible for keeping them. We stated that, as a result of the development of a Treasury Board policy with respect to revenue control, there had been some improvement in this area but many of the procedures called for under this policy had not been fully adopted and weaknesses in control still existed. Our 1968-69 examinations show further general improvement but in some departments the handling of accounts receivable still falls short of the standards desirable. Comments on certain of these departments along with pertinent information with regard to receivables of other departments are set forth in the ensuing paragraphs.

**231. Accounts receivable—Department of National Revenue.** Of the \$341 million of accounts receivable at March 31, 1969, \$292 million relates to the Department of National Revenue. With the co-operation of the officials of the Customs and Excise Division and the Taxation Division of the Department, analyses have been prepared showing the nature and amounts of the unpaid accounts of these Divisions.

**CUSTOMS AND EXCISE DIVISION.** The following is a summary of the accounts receivable of this Division at March 31, 1969 with comparable amounts at the close of the previous year:

	March 31, 1969	March 31, 1968
Excise taxes.....	\$ 9,726,000	\$ 12,473,000
Duties and taxes on importations.....	3,309,000	2,698,000
Customs seizures.....	1,747,000	1,011,000
Investigations.....	133,000	185,000
Interdepartmental.....	649,000	581,000
Sundry.....	8,000	9,000
	<u>\$ 15,572,000</u>	<u>\$ 16,957,000</u>

Of the total of \$15.6 million, collection action is presently being taken on 11,771 accounts totalling \$6 million. The remaining \$9.6 million had not been collected for the following reasons:

Under appeal.....	3,114 accounts	\$ 3,858,000
Insolvencies.....	1,094 accounts	5,369,000
Uncollectable.....	113 accounts	412,000
	<u>4,321 accounts</u>	<u>\$ 9,639,000</u>

Further details of these accounts receivable are to be found in the report of the Department of National Revenue for the year ended March 31, 1969 and on page 17.14 of Volume II of the Public Accounts.

These accounts receivable do not represent all moneys owing to the Division at March 31, 1969. They do not include duties and taxes owing on goods that have been imported illegally where the Minister had not rendered a decision as to the penalties to be imposed, the unpaid portion of duties and taxes on certain temporary importations where approval for relief is being sought by Order in Council, and duties and taxes estimated at \$161,000 owing by motor vehicle manufacturers who failed to meet the conditions of the Motor Vehicles Tariff Order 1965 or similar Orders in Council applicable to particular companies.

Of the \$9.7 million of excise taxes receivable, which includes \$1.4 million in penalties, the Department estimates that \$4.4 million will not be collected.

There is no requirement that interest be charged on overdue accounts although a monthly penalty of  $\frac{2}{3}$  of 1% is charged on overdue excise taxes.

In previous Reports (paragraph 241 in 1968) we have stated that the Customs and Excise Division was preparing to extend the system of control accounts to include all receivables. This has not yet been accomplished.

During the year, 1,006 accounts amounting to \$1,717,101 were deleted under authority of: Treasury Board Vote 6b, \$1,547,748; section 23 of the Financial Administration Act, \$103,354; and section 135 of the Bankruptcy Act, \$65,999.

**TAXATION DIVISION.** The following is a summary of the accounts receivable of this Division at March 31, 1969 with comparable amounts at the close of the previous year:

	March 31, 1969	March 31, 1968
Income tax—		
Individuals.....	\$ 143,499,000	\$ 122,017,000
Corporations.....	96,036,000	116,959,000
Tax deductions.....	13,077,000	11,286,000
Non-residents.....	3,964,000	6,329,000
Deferred tax.....	4,757,000	5,099,000
	<u>261,333,000</u>	<u>261,690,000</u>
Estate tax and succession duty.....	15,405,000	15,903,000
Sundry.....	5,000	32,000
	<u>\$ 276,743,000</u>	<u>\$ 277,625,000</u>

Of the total of \$276 million receivable at March 31, 1969, \$94 million (34%) represents 57,626 current collectable accounts. The remaining \$182 million (over 243,000 accounts) had not been collected for the following reasons:

Current assessments.....	228,183 accounts	\$ 57,098,000
Uncollectable.....	7,477 accounts	12,797,000
Bankrupts.....	6,214 accounts	13,923,000
Under appeal.....	1,533 accounts	93,889,000
Deferred tax.....		4,757,000
		<hr/>
		\$ 182,464,000
		<hr/>

Further details of these accounts receivable are to be found in the report of the Department of National Revenue for the year ended March 31, 1969 and on page 17.15 of Volume II of the Public Accounts.

During the year, 7,212 accounts amounting to \$6,209,260 were deleted under authority of: Treasury Board Vote 6b, \$3,918,070; section 23 of the Financial Administration Act, \$703,256; and section 135 of the Bankruptcy Act, \$1,587,934.

**232. Accounts receivable—Department of External Affairs.** The accounts receivable of this Department include an amount of \$1,560,000 owing to Canada from the fund known as the "Common Pool" established by the Geneva Conference on the problem of restoring peace in Indo-China. An additional amount of \$1,212,000 is recoverable on behalf of the Department of National Defence. This total of \$2,772,000, representing certain costs incurred by Canada as far back as 1960-61 in serving on the Indo-China Truce Commissions, includes an increase of \$242,000 over the preceding year. No payment has been received from the "Common Pool" since February 1963 but Canada's assessments towards financing the Laos International Commission since 1962-63, amounting to \$193,000 (\$22,000 in 1968-69), have been applied against the indebtedness.

We understand that the failure of The People's Republic of China to continue its contributions has resulted in the "Common Pool" being unable to pay all of the costs for which it is responsible.

As has been pointed out in previous Reports (paragraph 242 in 1968), in the absence of any reimbursement from the "Common Pool" in recent years, new financing arrangements should be sought.

**233. Accounts receivable—Department of Indian Affairs and Northern Development.** The accounts receivable of this Department at March 31, 1969 amounted to \$2,757,000, including uncollectable accounts of \$1,230,000.

In our past three Reports (paragraph 243 in 1968) we have referred to inadequacies in the treatment accorded accounts receivable by the Department. Our examination of the accounts outstanding at March 31, 1969 showed cause for continuing concern. There was a lack of co-ordination and considerable delay in consolidating the reports of receivables, and the details provided were insufficient for proper analysis. Major omissions were noted. Failure to require nil reports from regional offices has denied assurance that all accounts had been taken into consideration.



**234. Accounts receivable—Department of Manpower and Immigration.** The accounts receivable reported by this Department are understated by some \$158,000 due to the omission of interest shown by departmental records to be receivable on assisted passage loans to immigrants and assisted movement loans to workers. Our examination disclosed that other accounts had been omitted in the compilation of the total receivables, as a result primarily of delay in submission of returns by Regional Services Offices. Of the total of \$845,000 reported as receivable, a control account had not been established for accounts totalling \$161,000 and, of the remaining \$684,000, accounts totalling \$666,000 were not in agreement with their respective controlling accounts.

**235. Accounts receivable—Department of Transport.** The accounts receivable of this Department amounted to \$6,539,000 at March 31, 1969, compared with \$5,111,000 at March 31, 1968.

Our examination of departmental headquarters' records had disclosed a substantial number of errors in the material relating to accounts receivable as at March 31, 1968 to be presented in the 1967-68 Public Accounts. Corrections involving a net increase of approximately \$1.4 million in the aggregate amount were made prior to publication. During the year we informed the Department that it was evident that the accounts receivable were not being kept efficiently and supported this by the results of an analysis of the circumstances which had led to the errors.

A similar examination of the accounts receivable as at March 31, 1969 resulted in the detection of errors which required adjustments involving a net decrease of \$550,000 in the statement prepared for presentation in the 1968-69 Public Accounts. We again pointed to a substantial number of procedural weaknesses which permitted the errors.

The results of our examinations have been supported by those of the Department's internal audit staff whose recent reports have recommended that there be an immediate review of collection and write-off practices, to be followed by the preparation of detailed written procedures, and that the matter should receive a high priority. We have been informed by the Department that all aspects of accounts receivable control are now under consideration.

**236. Cash on deposit in chartered banks.** Included in the item "Cash" is an amount of \$600 million on deposit in bank accounts. Of this amount, \$522 million was on deposit in the chartered banks in Canada, \$65 million in the Bank of Canada and \$13 million in banks in London, New York, Paris, Brussels and Bonn.

The balances on deposit in bank accounts abroad are working balances against which cheques are drawn and which do not earn interest. The Bank of Canada, in accordance with the provisions of section 19(e) of the Bank of Canada Act, *R.S., c.13*, does not pay interest on deposits. However, profits of the Bank of Canada are paid to the Receiver General and placed to the credit of the Consolidated Revenue Fund.

Balances on deposit in the chartered banks in Canada earn interest only on the amounts by which the aggregate of the lowest daily balance for each bank in each week exceeds \$100 million, calculated at the weekly average accepted treasury bill tender rate for the three months treasury bills, less 10%. (See paragraph 72 of Volume I of this Report.)

**237. *Departmental working capital advances.*** This item, amounting to \$188,871,000 at March 31, 1969, includes a number of revolving funds and working capital advances established by Appropriation Acts and other statutes.

In the following instances the balances include capital assets which, under the policy referred to in paragraph 229, are not to be included as assets in the Statement of Assets and Liabilities, or operating deficits which are not assets (see paragraph 51 of Volume I of this Report):

1. The Queen's Printer's Advance Account, which has been superseded with effect from April 1, 1969, by a revolving fund authorized by vote L104b, Appropriation Act No. 1, 1969, *1968-69, c.23*, includes, as part of the balance at March 31, 1969, an operating loss of \$936,000. (See paragraph 296 of this Volume.)
2. The National Film Board Operating Account, established by section 18 of the National Film Act, *R.S., c.185*, has been used to finance the purchase of capital equipment for the Canadian Government Photo Centre under authority of Vote L30, Appropriation Act No. 5, 1963, *1963, c.42*. The balance at March 31, 1969 includes capital expenditure of \$134,000. (See paragraph 301 of this Volume.)
3. The Central Data Processing Service Bureau working capital advance account, authorized by Vote L99e, Appropriation Act No. 4, 1966, *1966-67, c.6*, includes, as part of the balance at March 31, 1969, a deficit of \$525,000 as well as capital expenditure of \$181,000. (See paragraph 298 of this Volume.)

**238. *Departmental working capital advances—Defence Production Revolving Fund.*** In previous Reports (paragraph 246 in 1968) reference has been made to two losses which have been or are going to be incurred in connection with strategic materials financed by the Defence Production Revolving Fund. These are:

1. The inventory of raw quartz crystals on hand at March 31, 1969 had a cost value of \$6,062,000. Synthetic quartz crystals have come into general use since the inventory was acquired in the early 1950s practically eliminating the demand for natural quartz. Sales in recent years have realized about 25% of the original cost and it would appear that there will be a loss of at least \$4.5 million.
2. A net shortage of \$1,140,000 with respect to cobalt stolen from a custodian several years ago is revealed by the balance sheet of the Revolving Fund at March 31, 1969. In July 1969 the custodian agreed to pay \$437,000 in regular instalments over the next four years with interest at 5% accruing from July 1971. As a consequence it appears that the ultimate loss will be \$703,000.

**239. *Departmental working capital advances—External Affairs—posts abroad.*** The balance in this account, \$780,000 at March 31, 1969, includes expenditure of \$17,000 which should have been charged to External Affairs, Vote 1 but which was not charged

thereto before the year-end because of insufficient funds in certain allotments. (See paragraph 70 of Volume I of this Report.)

**240. Loans to, and investments in, Crown corporations—Atomic Energy of Canada Limited.** Included in the loans to Atomic Energy of Canada Limited amounting to \$192,437,000 are loans totalling \$69,945,000, excluding accrued interest of \$7,651,000, made with respect to the construction by Atomic Energy of Canada Limited, in co-operation with the Hydro-Electric Power Commission of Ontario, of the Douglas Point Nuclear Power Station. This Station is operated by the Commission which buys the electricity produced at the same rate it pays for electricity procured from interconnected systems. After the Station has been established to be a safe and dependable source of power, it will be sold to the Commission at a price calculated to make the estimated future cost of energy produced equal to that from a fossil-fired conventional thermal generating station. Whether the selling price will be sufficient to permit the Company to repay the loans remains to be determined.

**241. Loans to national governments—Special assistance loans to developing countries.** Since 1964-65, Appropriation Acts have authorized a total of \$346 million in special loan assistance to developing countries and agreements to lend have been entered into with 30 countries and two regional development banks. At March 31, 1969 loans amounting to \$92,631,000 had been made to 17 countries, an increase of \$48,526,000 in the year. These loans may be classified as follows:

Repayable over 40 years, following a grace period of 10 years from the date of execution of each agreement—		
Interest-free.....	25 loans	\$ 58,399,000
Interest at $\frac{3}{4}$ of 1% per annum, on the amount of the loans committed less repayments.....	24 loans	26,789,000
Repayable over 30 years, following a grace period of 10 years—		
Interest-free.....	1 loan	690,000
Repayable over 30 years, following a grace period of 5 years—		
Interest at $\frac{3}{4}$ of 1% per annum, on the amount of the loans committed less repayments.....	1 loan	2,068,000
Repayable over 23 years, following a grace period of 7 years—		
Interest at 3% per annum.....	7 loans	1,261,000
Repayable over 20 years, following a grace period of 5 years—		
Interest at 6% per annum.....	1 loan	3,424,000
		<u>\$ 92,631,000</u>

**242. Other loans and investments—Subscription to capital of the International Monetary Fund.** As a member of the International Monetary Fund Canada's quota is \$800,000,000 equivalent to \$740,000,000 US at the official exchange rate of \$1 Cana-



dian = \$.925 US. At March 31, 1969 Canada's quota of \$800,000,000 was held by the International Monetary Fund as follows:

Gold.....	\$ 239,139,000
Canadian currency.....	8,861,000
Non-interest-bearing demand notes.....	552,000,000
	<hr/>
	\$ 800,000,000
	<hr/>

In paragraph 251 of our 1968 Report we pointed out that due to substantial drawings of foreign currencies from the International Monetary Fund prior to March 31, 1968 Canada's indebtedness to the Fund amounted to \$791,000,000 which was included with the current and demand liabilities at March 31, 1968. However at the same date Canada's subscription to the capital of the Fund, of which her indebtedness to the Fund forms a part, was recorded among the "Other loans and investments" at an amount of only \$782,655,000.

At March 31, 1969 the drawings had been repaid so that the liability to the Fund in the form of non-interest-bearing demand notes no longer exceeds the recorded amount of Canada's subscription to the capital of the Fund. However, there has been no change in the valuation of Canada's subscription to the capital of the Fund which at \$782,655,000 is \$17,345,000 less than her quota or subscription of \$800,000,000.

**243. Other loans and investments—Provincial governments—Quebec share re guarantee 1967 World Exhibition loans.** Following the default of the Canadian Corporation for the 1967 World Exhibition in payment of its notes to Canada which became due on June 30, 1968, the Province of Quebec delivered to Canada notes in the amount of \$74,450,000 in settlement of its liability as joint guarantor of the notes. The notes of the Province are payable in 48 monthly instalments of \$1,551,000 with interest at 5.46%. At March 31, 1969 nine monthly instalments had been paid leaving notes totalling \$60,491,000 unpaid. Subsection (2) of section 7 of the Expo Winding-up Act, 1969-70, c.1, provides that the Governor in Council may authorize the Province to defer until 1972 the payment of notes falling due in 1969-70 up to an amount not exceeding \$5,500,000. By Order in Council P.C. 1969-2278 of December 3, 1969 the Governor in Council authorized the deferment of payment of two notes of \$1,551,000 each, payable on December 1, 1969 and January 1, 1970, by replacement of them with non-interest-bearing notes in the same amounts to be paid on July 1, 1972 and August 1, 1972.

**244. Other loans and investments—Other balances—Department of Energy, Mines and Resources.** In previous Reports (paragraph 252 in 1968) we have drawn attention to arrears of principal and interest on loans made under the provisions of the Coal Production Assistance Act, R.S., c.173, administered by the Dominion Coal Board. Reference was made to one company which at March 31, 1968 was in arrears \$2,854,000 on principal and \$673,000 on interest. This company received \$19,852,000 in 1967-68 in connection with the movement of coal and consideration was given to recovery of the arrears from these payments but nothing came of this.

Loans totalling \$7,261,000 were made to this company in the period November 1950 to July 1963. Interest was paid along with instalments of principal until June 30, 1964 at which time the outstanding balance of principal stood at \$4,522,000. No payment of principal or interest has been made since that date and at March 31, 1969 principal payments in arrears amounted to \$3,040,000. Interest in arrears, which is recorded in memorandum form only, amounted to a further \$883,000 at that date.

The Cape Breton Development Corporation, a Crown corporation which commenced operations in October 1967, took over certain of the company's properties and operations on March 28, 1968 but the cost of acquisition has not yet been determined. (See paragraph 168 of Volume I of this Report.)

**245. Other loans and investments—Other balances—Town of Oromocto, N.B.** Capital assistance required by the Town of Oromocto was provided by means of loans from Canada in the years 1957 to 1967 amounting to \$5,400,000, repayable over a period of 20 years (see paragraph 239 of our 1968 Report). Because the Town did not have the resources to pay either the principal instalments or the interest on these loans, the funds for these payments were provided by annual operating grants made to the Town by the Department of National Defence. This situation was commented upon in our 1964 Report and the Public Accounts Committee in its Sixth Report 1964-65 recommended to the Department of Finance that consideration be given to writing off the loans to expense.

Following negotiations on intergovernmental taxation commenced in 1966 between Canada and the Province of New Brunswick, steps were taken during 1968 to place the Town of Oromocto on the same financial basis as other towns in that Province. In order to reduce the debt charges of the Town to a level comparable to those of towns of similar size in New Brunswick, Canada wrote off 50% of the balances outstanding on loans which had been used mainly to finance the cost of streets, water mains and sewers. The effect was that the loan indebtedness of Oromocto was reduced as at December 31, 1968 from \$3,674,000 to \$2,268,000, the write-off of \$1,406,000 being provided by Treasury Board Vote 6b, Appropriation Act No. 1, 1969, 1968-69, c.23. Commencing in 1969-70, Canada discontinued payment of the annual operating grant but agreed to pay the Province transitional grants totalling \$2,600,000 over a period of five years to ease the increased tax burden. These grants are to be met from Department of National Defence appropriations, the first, amounting to \$700,000, being provided for by National Defence Vote 20 of 1969-70. Effective January 1, 1969, Canada will also pay annual grants in lieu of taxes on Crown property in Oromocto.

The Province on its part agreed, effective January 1, 1969, to assume full responsibility for schooling in Oromocto and for repayment of the balance of \$404,000 of loans previously made to the Town by Canada to finance the construction of schools. The Province also assumed responsibility for payment of a balance of \$366,000 of funds loaned to the Town by Canada for construction of the public hospital. These transactions reduced the Town of Oromocto's loan indebtedness, as of January 1, 1969, to



\$1,498,000. The balances receivable at March 31, 1969 from the Province of New Brunswick, \$762,000, and the Town of Oromocto, \$1,491,000, were secured by debentures bearing interest rates varying from 5% to 5½%, and repayable in semi-annual instalments by June 1, 1986.

The new financial arrangements should enable the Town to cover from revenue its future operating costs, including interest charges on its outstanding debentures.

**246. Other loans and investments—Other balances—Investment in shares of Panarctic Oils Limited.** The details of the asset item "Other loans and investments" show the nominal amount of \$1 in respect of shares in Panarctic Oils Limited received in consideration of payments made or to be made to this Company by Canada.

In December 1967 the Minister of Indian Affairs and Northern Development informed the House of Commons that Canada had joined a consortium of 20 participants, including leading Canadian oil and mining companies, in an investment to be not less than \$20 million, for a three-year oil exploration program in the Arctic islands. This was to be done through Panarctic Oils Limited, incorporated for the purpose. He explained that the participating companies would invest \$11 million and the Government \$9 million during that period. In return, Canada would hold 45% of both the preferred and common shares of the new Company and, in the event of extension of the program and an increase in the exploration investment, would have the option of increasing its interest *pro rata*.

The Minister further explained that the Company would have interests in approximately 44 million acres of oil land through a series of agreements with the original permit holders, and that it would thus control over 63% of the Arctic lands regarded as potential oil and gas bearing acreage.

By March 31, 1969 Canada had paid in \$5,012,500, including \$3,012,500 during 1968-69, leaving an unpaid balance of \$4,010,000. Payments have been charged to the provision for Northern Mineral Development Assistance Grants.

Of the fourteen members of the Board of Directors, twelve represent the private sector shareholders, one the holders of permits farmed out to the Company, while the fourteenth represents the Government. Canada may appoint additional Directors in proportion to its equity if and when it desires to do so.

Financial statements of the Company show exploration and pre-production costs of \$4,447,000 from its incorporation to February 28, 1969, of which \$1,354,000 was incurred directly by the Company or by another company which was appointed manager of operations, and \$3,093,000 by members of the consortium. This latter amount has been applied against the equity commitment of the consortium. Aside from outlay directly related to oil exploration, the Company is financially involved in the development of a new icebreaking technique which it is hoped will contribute to the easing of Arctic transportation problems.



**247. Deposit and trust accounts—“Other”—Public Officers Guarantee Account.** The Public Officers Guarantee Account, established by section 98 of the Financial Administration Act, provides that payments may be made from the Account by way of indemnity for losses suffered by Her Majesty or others by reason of defalcations or other fraudulent acts or omissions of public officers. The Treasury Board on January 19, 1967 directed that unless losses due to defalcations can be recovered in the fiscal year in which they occur, the Board's authority to reimburse the losses from the Account is to be sought before the year-end.

Five losses amounting to \$18,888 were charged to the Account during the year, of which one amounting to \$8,972 had occurred in prior years. One of the losses, \$586, was charged to the Account in error as it had resulted from the theft of mail receipts by persons unknown. Unless it can be established that this loss resulted from a defalcation or other fraudulent act or omission of a public officer, the amount is not a proper charge to the Account. Eight additional losses totalling \$4,279 which occurred in prior years, and the \$100 balance of a much larger loss which occurred during the year, had yet to be charged to the Account at the year-end. (See paragraph 196 of Volume I of this Report.)

**248. Annuity, insurance and pension accounts—Superannuation Accounts.**

**PUBLIC SERVICE.** Section 33 of the Public Service Superannuation Act, 1952-53, c.47, requires that at least once in every five years an actuarial report on the state of the Public Service Superannuation Account be laid before Parliament.

On December 15, 1969 a report was tabled showing that an estimated deficit of \$47.3 million existed in the Account at December 31, 1967 which together with interest totalled \$51.2 million at December 31, 1969. This amount has been credited to the Account in accordance with section 32(3) of the Act.

**CANADIAN FORCES.** Section 25 of the Canadian Forces Superannuation Act, 1959, c.21, requires that at least once in every five years an actuarial report on the state of the Canadian Forces Superannuation Account be laid before Parliament.

Last year (paragraph 254) we reported that an actuarial report tabled in September 1968 showed an estimated deficit of \$58.7 million in the Account at December 31, 1965. This, together with interest, totalled \$65.5 million at March 31, 1969. However, by an amendment to the Act, 1968-69, c.29, the contributions of male participants were increased from 6% to 6½% and of the Government from 1.67 to 1.8 times the contributions of the participants, with effect from April 1, 1969. Taking these changes into consideration, on March 31, 1969 the Minister of Finance, acting on the advice of the Chief Actuary of the Department of Insurance, credited \$37.7 million to the Account in accordance with section 24(3) of the Act.

**249. Unmatured debt.** Included in the unmatured debt amounting to \$22,101 million at March 31, 1969 are the following treasury bills and bonds totalling \$4,539 million which mature within the ensuing fiscal year:

Treasury bills due within—	
three months.....	\$ 2,325,000,000
six months.....	440,000,000
eight months.....	75,000,000
	<u>2,840,000,000</u>
Loan of 1960 due April 1, 1969.....	80,000,000
Loan of 1962 due April 1, 1969.....	100,000,000
Loan of 1965 due April 1, 1969.....	100,000,000
Loan of 1967 and 1968 due April 1, 1969.....	130,000,000
Canada Savings Bonds, 1956, due May 1, 1969.....	19,233,000
Loan of 1964 due July 1, 1969.....	225,000,000
Loan of 1968 due July 1, 1969.....	75,000,000
Loan of 1962 due October 1, 1969.....	80,000,000
Loan of 1965 due October 1, 1969.....	145,000,000
Loan of 1966 due October 1, 1969.....	250,000,000
Loan of 1967 due December 15, 1969.....	175,000,000
Loan of 1968 due December 15, 1969.....	35,000,000
Loan of 1968 due February 15, 1970.....	285,000,000
	<u>1,699,233,000</u>
	<u><u>\$ 4,539,233,000</u></u>

Although debt falling due within one year is normally regarded as a current liability, no portion of this unmatured debt, one-half of which falls due within the first three months of the ensuing year, has been included with the "Current and demand liabilities" in the Statement of Assets and Liabilities at March 31, 1969.

**250. Contingent liabilities—Action for damages.** On April 10, 1965 a collision between two vessels in the St. Lawrence River down stream from Sorel, Que., resulted in the total loss of one of the vessels.

By petition of right, action for damages involving in excess of \$5 million was taken against the Crown by suppliants who included underwriters, insurers and consignees of the cargo of the sunken vessel. The suppliants alleged that the collision had been caused by the displacement of a range light, under the control of the Department of Transport, which guided one vessel so close to the south bank that it sheered, crossed the navigation channel and collided with the other vessel. The judgment of the Exchequer Court of Canada, pronounced in September 1968, maintained the petition of right with costs, it being provided in the judgment that the matter of assessing damages was to be determined "by reference" and that in the event of an appeal, such reference was to take place after the appeal.

An appeal from the Exchequer Court judgment has been lodged by the Crown in the Supreme Court of Canada and is expected to be heard in the spring of 1970.

**251. *Contingent liabilities—Canadian Corporation for the 1967 World Exhibition.***

Included in the listing of contingent liabilities of Canada appearing on page 7.91 of Volume I of the Public Accounts is an amount of \$56,100,000 representing notes of the Canadian Corporation for the 1967 World Exhibition which are payable to Canada and are guaranteed jointly by Canada and the Province of Quebec. As Canada is both the guarantor and the holder of these notes, the amount was not a contingent liability of Canada.



## Crown Corporations

**252.** A Crown corporation, as defined by section 76(1)(c) of the Financial Administration Act, is a corporation that is ultimately accountable, through a Minister, to Parliament for the conduct of its affairs. Departmental corporations are named in Schedule B to the Act and are responsible for administrative, supervisory or regulatory services of a governmental nature. Agency corporations are named in Schedule C and are responsible for the management of trading or service operations on a quasi-commercial basis or for the management of procurement, construction or disposal activities on behalf of the Crown. Proprietary corporations are named in Schedule D and are responsible for the management of lending or financial operations, or for the management of commercial and industrial operations involving the production of or dealing in goods and the supplying of services to the public.

**253.** The following paragraphs are concerned with agency and proprietary corporations to which sections 77 to 88 of the Act apply and certain other Crown corporations which have not been named in any of the Schedules to the Act.

**254.** Section 85 of the Act requires each corporation to prepare, in respect of each financial year, a balance sheet, a statement of income and expense and a statement of surplus containing such information as, in the case of a company incorporated under the Canada Corporations Act, *R.S., c. 53*, is required to be laid before the company by the directors at an annual meeting.

**255.** Section 87 of the Act requires the auditor of a Crown corporation to report annually to the appropriate Minister the result of his examination of the accounts and financial statements of the corporation and to state in his report whether in his opinion:

- (a) proper books of account have been kept by the corporation;
- (b) the financial statements of the corporation
  - (i) were prepared on a basis consistent with that of the preceding year and are in agreement with the books of account,
  - (ii) in the case of the balance sheet, give a true and fair view of the state of the corporation's affairs as at the end of the financial year, and
  - (iii) in the case of the statement of income and expense, give a true and fair view of the income and expense of the corporation for the financial year; and
- (c) the transactions of the corporation that have come under his notice have been within the powers of the corporation under this Act and any other Act applicable to the corporation.

In addition, the auditor is required to call attention to any other matter falling within the scope of his examination that in his opinion should be brought to the attention of Parliament.

**256.** Section 87 of the Act further requires that the annual report of the auditor be included in the annual report of each corporation, and section 85 directs that such annual report be submitted to the appropriate Minister within three months after the termination of each financial year and that it be laid before Parliament by the Minister within fifteen days after he receives it from the corporation or, if Parliament is not in session, within fifteen days after the commencement of the next ensuing session.

The financial statements of the various corporations, together with the related audit reports, are published in Volume III of the Public Accounts.

**257.** The Auditor General is the auditor of the following Crown corporations whose accounts and financial statements were examined for their financial years terminating during, or coinciding with, the fiscal year ended March 31, 1969:

<u>Corporation</u>	<u>Class</u>	<u>Reporting Minister</u>
Atomic Energy of Canada Limited	Agency	Energy, Mines and Resources
Canada Deposit Insurance Corporation	Proprietary	Finance
Canadian Arsenal Limited	Agency	Supply and Services
Canadian Broadcasting Corporation	Proprietary	Secretary of State
Canadian Commercial Corporation	Agency	Supply and Services
Canadian Corporation for the 1967 World Exhibition		Industry, Trade and Commerce
Canadian Dairy Commission	Agency	Agriculture
Canadian Film Development Corporation	Agency	Secretary of State
Canadian Livestock Feed Board	Agency	Agriculture
Canadian National (West Indies) Steamships, Limited	Agency	Transport
Canadian Overseas Telecommunication Corporation	Proprietary	Communications
Canadian Patents and Development Limited	Agency	Chairman of the Committee of the Privy Council on Scientific and Industrial Research
Crown Assets Disposal Corporation	Agency	Supply and Services
Defence Construction (1951) Limited	Agency	National Defence
Eldorado Aviation Limited	Proprietary	Energy, Mines and Resources
Eldorado Nuclear Limited	Proprietary	Energy, Mines and Resources
Export Credits Insurance Corporation	Proprietary	Industry, Trade and Commerce
Farm Credit Corporation	Proprietary	Agriculture
The National Battlefields Commission	Agency	Indian Affairs and Northern Development
National Capital Commission	Agency	Hon. Jean Marchand

<u>Corporation</u>	<u>Class</u>	<u>Reporting Minister</u>
National Harbours Board	Agency	Transport
Northern Canada Power Commission	Agency	Indian Affairs and Northern Development
Northern Transportation Company Limited and subsidiary companies	Proprietary	Indian Affairs and Northern Development
Polymer Corporation Limited and subsidiary companies	Proprietary	Transport
The St. Lawrence Seaway Authority	Proprietary	Supply and Services
The Seaway International Bridge Corporation, Ltd.	Proprietary	Transport

**258.** The Centennial Commission ceased to exist on April 1, 1968 and the Secretary of State was authorized to close out the affairs of the Commission. Financial statements covering the transactions of the Secretary of State concerning the affairs of the Commission for the year ended March 31, 1969 have been reported on and are referred to in paragraph 273 of this Volume.

**259.** Since the Auditor General has not been appointed the auditor or the joint auditor of the following Crown corporations and public instrumentalities their accounts were not examined by him during the year:

<u>Corporation or Instrumentality</u>	<u>Class</u>	<u>Reporting Minister</u>
Air Canada	Proprietary	Transport
Bank of Canada		Finance
Canadian National Railways	Proprietary	Transport
The Canadian National Railways Securities Trust	Proprietary	Transport
The Canadian Wheat Board		Hon. Otto Lang
Cape Breton Development Corporation	Proprietary	Regional Economic Expansion
Central Mortgage and Housing Corporation	Proprietary	Hon. Robert Knight Andras
The Company of Young Canadians		Secretary of State
Industrial Development Bank		Finance

In its Eleventh Report 1966-67 the Public Accounts Committee again repeated its recommendation that the Auditor General be appointed the auditor or the joint auditor of these corporations or instrumentalities (see Appendix 1, items 17 and 33 of Volume I of this Report).

**260.** The paragraphs that follow deal with the various corporations audited by the Auditor General and with the affairs of the former Centennial Commission. In each case an introductory comment describes briefly the origin of the corporation and the nature



of its activity followed by comments regarding the Crown's equity in the corporation, a summary of the operations for the year in comparison with the preceding year, and any other matter which might be of interest to the House of Commons.

**261. Atomic Energy of Canada Limited.** This Company was incorporated in 1952 under the Canada Corporations Act, *R.S., c.53*, pursuant to authority contained in the Atomic Energy Control Act, *R.S., c.11*, to carry out research and development in nuclear power technology and allied fields and to promote uses of atomic energy.

The head office and the Commercial Products Division of the Company are in Ottawa. Nuclear generating stations are maintained at Rolphton, Ont., and Douglas Point, Ont., and are under construction on cost-sharing bases at Gentilly, Que., and Pickering, Ont. Nuclear reactors and research and development laboratories are maintained at Chalk River, Ont., and at the Whiteshell establishment in Manitoba. Shopping centres, housing, staff hotels, and hospitals at Deep River, Ont., and Pinawa, Man., were constructed for the employees of the Chalk River nuclear laboratories and the Whiteshell establishment. A Power Projects group, located in Toronto and Peterborough, Ont., is responsible for the engineering, development, construction and management of nuclear power generating projects. Radioisotopes produced in the Company's reactors, and equipment designed and built by the Company to use these radioisotopes, are marketed throughout the world. Under specific parliamentary authority, the transmission line in connection with the Nelson River power project is being erected in accordance with an agreement between Canada and the Province of Manitoba. In February 1969 the Company was authorized by the Cabinet to construct heavy water production facilities at Douglas Point.

The Crown's equity in the Company at March 31, 1969 and at March 31, 1968 comprised:

	March 31	
	1969	1968
Loans and accumulated interest for—		
Douglas Point generating station.....	\$ 77,596,000	\$ 77,596,000
Pickering generating station.....	39,264,000	18,450,000
Gentilly nuclear power station.....	39,106,000	15,422,000
Nelson River transmission line.....	32,030,000	6,153,000
Housing projects and commercial buildings.....	18,092,000	15,593,000
	<u>206,088,000</u>	<u>133,214,000</u>
Capital stock.....	15,000,000	15,000,000
Retained earnings.....	2,597,000	2,157,000
	<u>\$ 223,685,000</u>	<u>\$ 150,371,000</u>

Not recorded as equity of the Crown is the cost of the Company's research facilities, \$218,433,000, which has been charged to parliamentary appropriations.

A comparative summary of income and expense for the past two years follows:

	Year ended March 31	
	1969	1968
<i>Research program—</i>		
Operating expense.....	\$ 73,738,000	\$ 67,987,000
Gross income from engineering services, housing accommodation, hospitals, sales of steam, etc.....	14,819,000	11,104,000
	<hr/>	<hr/>
Excess of expense over income, provided for by parliamentary appropriation.....	\$ 58,919,000	\$ 56,883,000
	<hr/>	<hr/>
Capital expenditures provided for by:		
Parliamentary appropriation.....	\$ 9,681,000	\$ 9,617,000
Retained earnings.....	1,029,000	3,004,000
	<hr/>	<hr/>
	\$ 10,710,000	\$ 12,621,000
	<hr/>	<hr/>
<i>Commercial operations—</i>		
Income.....	\$ 10,337,000	\$ 9,321,000
	<hr/>	<hr/>
Expense:		
Cost of sales.....	5,037,000	4,974,000
Research, selling and administration.....	5,193,000	4,257,000
	<hr/>	<hr/>
	10,230,000	9,231,000
	<hr/>	<hr/>
Excess of income over expense.....	\$ 107,000	\$ 90,000
	<hr/>	<hr/>

The increase of \$5,751,000 in research operating expense results from a continued expansion in the activities of the Company and an increase in costs of goods and services, mainly salaries and wages including employee benefits, \$4,333,000, and materials and supplies, \$1,109,000.

The increase of \$3,715,000 in gross income from engineering services, housing accommodation, hospitals, sales of steam, etc., is due mainly to increased sales of engineering services by the Power Projects group, \$2,337,000, an amount of \$340,000 relating to the termination of a contract with the United States Atomic Energy Commission for the rental of reactor facilities, and increased sales of radioisotopes, etc., \$306,000.

**262. Canada Deposit Insurance Corporation.** This Corporation was established by the Canada Deposit Insurance Corporation Act, 1966-67, c.70, to provide deposit insurance for the benefit of persons having deposits with federally incorporated institutions and those provincially incorporated institutions with which the Corporation enters into contracts, and to accumulate, manage and invest a Deposit Insurance Fund and any other funds accumulated as a result of its operations. The head office of the Corporation is in Ottawa.

The Corporation is administered by a Board of Directors consisting of the Chairman, appointed by the Governor in Council, and the incumbents of the offices of the Governor

of the Bank of Canada, the Deputy Minister of Finance, the Superintendent of Insurance and the Inspector General of Banks. There were 71 member institutions whose customers' Canadian currency deposits, to a maximum of \$20,000, were insured by the Corporation. These member institutions comprised 11 banks, 19 federally and 7 provincially incorporated trust and loan companies supervised by the federal Superintendent of Insurance, and 34 other provincially incorporated trust and loan companies.

Sections 21 and 22 of the Act require that the affairs of member institutions be examined at least once in each year. The banks were examined and reported on by the Inspector General of Banks and the federally incorporated trust and loan companies by the Superintendent of Insurance. The Superintendent of Insurance also reported on the examinations of each of the provincially incorporated companies although 12 of the reports were incomplete because the inspectors had not yet finished their examination of the companies' returns on which the premium assessment for the year had been based.

Deposits insured by the Corporation, based on returns made by member institutions during 1968, totalled \$19.5 billion comprising \$18.1 billion of deposits in federal institutions and \$1.4 billion in provincial institutions.

The Crown's equity in the Corporation at December 31, 1968 was \$18,500,000 comprising capital stock, \$10,000,000 and loans, \$8,500,000.

The balance of the Deposit Insurance Fund at December 31, 1968 was \$12,220,000 including \$6,514,000 of premiums assessed members in respect of the premium year ending April 30, 1969.

Accumulated net earnings at December 31, 1968 amounted to \$1,186,000 including \$815,000 net income for the year summarized as follows:

Income—	
Interest on loans to member institutions.....	\$ 1,126,000
Interest on investments.....	796,000
	<hr/>
	1,922,000
Expense—	
Interest on advances from Canada.....	927,000
Inspection fees and expenses.....	108,000
Salaries and employee benefits.....	46,000
Other.....	26,000
	<hr/>
	1,107,000
	<hr/>
Excess of income over expense.....	\$ 815,000
	<hr/>

Although the accumulated net earnings were sufficient to meet the amount of a dividend, which the Corporation may declare under section 33 of the Act, no dividend was declared.

The Corporation has been designated a proprietary corporation and as such is subject to income tax. However, Order in Council P.C. 1968-10/585 of March 28, 1968 remitted, under section 22 of the Financial Administration Act, any income tax payable by the Corporation.



**263. Canadian Arsenals Limited.** This Company, with its head office in Ottawa, was incorporated under the Canada Corporations Act, *R.S., c.53*, pursuant to authority contained in the Department of Reconstruction Act, 1944, *1944-45, c.18*. The main objects of the Company are the operation, maintenance and supervision of arsenals and other plants for the production of military stores and equipment.

At March 31, 1969 the Crown's equity in the Company was \$5,129,000, comprising a working capital advance of \$5,000,000 and advances totalling \$129,000 from the Department of National Defence in respect of purchases.

During the year the Company was the custodian of and operated two Crown-owned plants which cost \$34 million. The operating results for the past two years are shown in the following summary:

	Year ended March 31	
	1969	1968
Income—		
Sales.....	\$ 8,616,000	\$ 6,591,000
Miscellaneous.....	339,000	380,000
	<u>8,955,000</u>	<u>6,971,000</u>
Expense—		
Cost of sales.....	8,456,000	6,713,000
Administration.....	348,000	292,000
	<u>8,804,000</u>	<u>7,005,000</u>
Excess of income over expense.....	<u>\$ 151,000</u>	<u>\$ (34,000)</u>

The increase in sales and cost of sales relates entirely to a greater volume of business with government departments.

Unfilled sales orders at March 31, 1969 amounted to approximately \$8.9 million as compared to \$10.9 million at the end of the previous year.

This is the first time since March 31, 1958 that the Company has reported an excess of income over expense. This was remitted to the Receiver General after deducting the prior year's loss of \$34,000. Losses in years prior to 1967-68 have been recouped from parliamentary appropriations.

**264. Canadian Broadcasting Corporation.** This Corporation was established in 1936 and, under the Broadcasting Act, *1967-68, c.25*, operates national television and radio broadcasting services and an international shortwave service. The head office is in Ottawa and regional offices are located in St. John's, Halifax, Quebec, Montreal, Ottawa, Toronto, Windsor, Winnipeg, Edmonton and Vancouver.

Prior to 1964-65 the Corporation derived funds, for both its capital and operating requirements in excess of advertising revenue, from grants provided by parliamentary

appropriations. Subsequently, however, funds for capital requirements have been provided by means of loans from Canada (see paragraph 71 of Volume I of this Report). Loan indebtedness at March 31, 1968 amounted to \$74,125,000 of which \$3,955,000 was repaid in 1968-69. Additional loans of \$22,200,000 in 1968-69 increased the amount outstanding at March 31, 1969 to \$92,370,000. The loans bear interest varying from  $5\frac{1}{4}\%$  to  $7\frac{3}{8}\%$  and are repayable in 20 equal annual instalments.

Funds available to finance the acquisition of capital assets comprised the additional loans of \$22,200,000, an unexpended balance of \$386,000 remaining from loans obtained the previous year and \$85,000 realized on sale of assets. The sum of \$21,974,000 was expended, leaving a balance at March 31, 1969 of \$697,000. Major classifications of capital expenditure included additions and replacements, \$11,468,000, improvements to coverage, \$5,674,000, and consolidation of facilities, \$2,935,000. The accumulated cost of capital assets, \$166,135,000, included \$20,566,000 expended during the past ten years in connection with the planned consolidation of facilities in Montreal, Ottawa, Toronto, Winnipeg and Vancouver. The Corporation's estimate at March 31, 1969 of the future cost of consolidation of facilities was \$163,329,000 of which, subject to the provision of funds by Parliament for the purpose, approximately \$13,700,000 will be expended during the year ending March 31, 1970 and \$149,629,000 in subsequent years.

At March 31, 1969 the Crown's equity in the Corporation was \$116,260,000 represented by working capital of \$15,697,000 (including the unspent balance of \$697,000 with respect to capital loans) and the net book value of capital assets amounting to \$100,563,000.

A summary of the source and application of the Corporation's funds in 1968-69 follows:

Source—

Parliamentary appropriations:

Operating grant.....	\$ 148,329,000
Loans for capital expenditure.....	22,200,000

---

170,529,000

Advertising revenue.....	39,765,000
Depreciation and amortization.....	10,577,000
Miscellaneous—including proceeds from sale of assets.....	1,857,000

---

\$ 222,728,000

---

Application—

Total operating expense.....	\$ 196,487,000
Additions to capital assets.....	21,974,000
Repayment of capital loans.....	3,955,000

---

222,416,000

Increase in working capital.....	312,000
----------------------------------	---------

---

\$ 222,728,000

---

The following is a summary of the net cost of operations for the past two years:

	Year ended March 31	
	1969	1968
Expense—		
Cost of production and distribution:		
Programs . . . . .	\$ 124,175,000	\$ 119,439,000
Network distribution . . . . .	15,086,000	14,138,000
Station transmission . . . . .	8,815,000	7,828,000
Payments to private stations . . . . .	5,332,000	5,464,000
Commissions to agencies and networks . . . . .	4,788,000	4,436,000
	<u>158,196,000</u>	<u>151,305,000</u>
Operational supervision and services . . . . .	16,237,000	14,382,000
International service . . . . .	3,674,000	3,677,000
Emergency broadcasting . . . . .	506,000	1,008,000
Radio and television broadcasting services at Canadian Universal and International Exhibition, Montreal, 1967 . . . . .	—	3,921,000
	<u>178,613,000</u>	<u>174,293,000</u>
Selling and general administration . . . . .	13,112,000	11,509,000
Interest on loans to finance the acquisition of capital assets . . .	4,762,000	3,760,000
	<u>196,487,000</u>	<u>189,562,000</u>
Income—		
Advertising revenue, etc. . . . .	41,536,000	40,000,000
	<u>41,536,000</u>	<u>40,000,000</u>
Net cost of operations . . . . .	<u>\$ 154,951,000</u>	<u>\$ 149,562,000</u>

In previous years the cost of operating the Corporation's International Service was borne by Canada by means of a separate parliamentary appropriation and as a consequence this cost did not appear in the Corporation's financial statements. In 1968-69 for the first time the cost of operating the International Service was met from the Corporation's parliamentary grant and forms part of the net cost of operations shown above. For purposes of comparison the cost of the Service for the year ended March 31, 1968 has been included in the summary.

The parliamentary grant of \$148,329,000, Secretary of State Vote 30, provided for the net cost of operations of \$154,951,000, less depreciation and amortization of \$10,577,000 not involving an outlay of cash, plus \$3,955,000 required for repayment of capital loans.

The major items contributing to the increase in expense were salaries and wages, \$5,819,000, and other employment expenses, \$599,000. This was for the most part due to the delayed impact of changes in the rates of pay in the previous year and additional changes settled in the latter part of the current year. Personnel on strength at March 31, 1969 was 9,375 compared with 9,182 at the previous year-end.



The cost of programs available for advertising and advertising revenue earned thereon were shown in a note to the financial statements as follows:

	1968-69	1967-68
Programs which carried advertising.....	\$ 46,939,000	\$ 43,088,000
Programs available but which did not carry advertising.....	31,177,000	32,953,000
Program and related costs (exclusive of operational supervision, selling and general administration).....	\$ 78,116,000	\$ 76,041,000
Advertising revenue—gross.....	\$ 39,765,000	\$ 38,734,000

The net cost of programs with advertising potential in 1968-69 was therefore \$38,351,000 which was financed by the parliamentary operating grant.

Expenditures incurred in connection with future programs are recorded as current assets of the Corporation until such time as the programs are broadcast. These assets were as follows:

	March 31, 1969	March 31, 1968
Programs completed and in process of production.....	\$ 7,051,000	\$ 7,881,000
Film and script rights.....	2,993,000	3,525,000
	\$ 10,044,000	\$ 11,406,000

These amounts are after giving effect to the following write-offs:

	1968-69	1967-68
Programs completed and in process of production—cost of programs which were unsuitable because of technical difficulties, scheduling changes, pre-emptions, inferior quality, etc.....	\$ 548,000	\$ 1,078,000
Film rights—unsuitable, inferior quality, expiry of right.....	247,000	355,000
Script rights—unsuitable, inferior quality, expiry of right.....	137,000	186,000
	\$ 932,000	\$ 1,619,000

In our Reports to management and to the House in recent years, we have commented on the Corporation's physical inventory of its capital assets. This inventory was completed in July 1967 and substantially reconciled with the records, the difference of \$1,005,000 being written off to Proprietor's Equity Account. The target date of February 28, 1969 for final reconciliation was not met as discrepancies in valuation became apparent, thereby necessitating additional adjustments. During the year a further \$13,000 was written off to Proprietor's Equity Account.

In previous Reports (1968, paragraph 64) we have noted that the cost of programs included payments to employees for scheduled hours which were in excess of the actual hours of attendance during daily or weekly tours of duty. We have confirmed that this situation continued during 1968-69. (See paragraph 54 of Volume I of this Report.)

We have noted that the Corporation failed to deduct and remit employees' taxes and to pay other contributions to the United States Government. The Corporation's liability, amounting in all to \$129,000, is dealt with in detail in paragraph 55 of Volume I of this Report.

**265. Canadian Commercial Corporation.** This Corporation was established in 1946 by the Canadian Commercial Corporation Act, *R.S., c.35*, to provide procurement services in Canada for the governments of other countries and for international organizations. During the year the Corporation's purchases on behalf of its customers totalled \$325 million compared with \$247 million in the preceding year.

The Crown's equity in the Corporation at March 31, 1969 was \$15,822,000, consisting of a \$10,000,000 working capital advance, \$5,500,000 in interest-bearing loans, a \$99,000 reserve for United States exchange and a \$223,000 reserve for contingencies.

A comparative summary of the Corporation's operations for the past two years follows:

	Year ended March 31	
	1969	1968
Income—		
Interest earned on:		
Investments.....	\$ 330,000	\$ 128,000
Special advances to suppliers.....	198,000	108,000
	528,000	236,000
Less: Interest on loans from Canada.....	352,000	123,000
	176,000	113,000
Surcharges.....	—	2,000
	176,000	115,000
Expense—		
Estimated cost of administrative services.....	3,080,000	2,740,000
Excess of expense over income.....	\$ 2,904,000	\$ 2,625,000
Excess of expense over income provided for by—		
Supply and Services Vote 40.....	\$ 2,124,000	
Defence Production Vote 50.....		\$ 2,045,000
Government departments which provided major services without charge.....	780,000	580,000
	\$ 2,904,000	\$ 2,625,000

A footnote to the Balance Sheet as at March 31, 1969 draws attention to certain risks involved in a large contract negotiated on a ceiling price basis with a foreign government customer that will likely result in a loss to the Corporation.

**266. Canadian Corporation for the 1967 World Exhibition.** This Corporation was established by the Canadian Corporation for the 1967 World Exhibition Act, 1962-63, c.12, for the purposes of planning, organizing, holding and administering the Canadian

Universal and International Exhibition, Montreal, 1967. An Act respecting the Canadian World Exhibition, passed by the Quebec Legislature in 1963, provided authority for the Province of Quebec and the City of Montreal to share with the Government of Canada in the financing of the Corporation. The Exhibition closed on October 29, 1967 and the Corporation was wound up on November 27, 1969.

The Corporation consisted of a Commissioner General, a Deputy Commissioner General and fourteen other directors appointed by the Governor in Council, seven of whom were appointed on the recommendation of the Lieutenant-Governor in Council of the Province of Quebec.

Section 17 of the Act required the accounts and financial transactions of the Corporation to be audited by the Auditor General of Canada and the Quebec Provincial Auditor and reported on annually in a manner similar to that required by the Financial Administration Act in respect of Crown corporations.

A summary of the Corporation's operating results for the year together with cumulative totals to December 31, 1968 follows:

	1968	Cumulative to December 31, 1968
Expenditure—		
Operating costs—site services.....	\$ 1,698,000	\$ 111,461,000
Administration.....	3,017,000	43,466,000
Interest on loans.....	7,841,000	21,550,000
Advertising and publicity.....	89,000	21,018,000
Commission on sale of admission passports and bonus-books....	28,000	12,824,000
Depreciation and amortization.....	—	2,569,000
Demolition.....	—	496,000
	<u>12,673,000</u>	<u>213,384,000</u>
Income—		
Operations.....	—	129,011,000
Sponsorship.....	1,000	11,974,000
	<u>1,000</u>	<u>140,985,000</u>
Net loss from operations.....	<u>\$ 12,672,000</u>	<u>\$ 72,399,000</u>

As was pointed out in last year's Report (paragraph 65) the joint auditors were unable to express an opinion as to the correctness of revenue aggregating \$101,438,000 of the total revenue of \$140,985,000.

We also referred last year (paragraph 67) to certain salaries and termination payments about which additional information is given in paragraph 57 of Volume I of this Report. Volume I also includes paragraphs on the following matters that came to our attention during the year:

58. Unpaid account for services and stores provided by the Department of National Defence to the Canadian Corporation for the 1967 World Exhibition
59. Contractors' records not available for audit
60. Contractor's share of sale proceeds of Primary Mass Transit System



Following the close of the Exhibition the capital assets, with the exception of minor items which were demolished or sold and the Mass Transit System which was sold for \$1,880,000 to the City of Montreal in November 1968, were transferred to Canada, the Province of Quebec and the City of Montreal, mainly on the basis of whichever owned the land on which they were situated. As noted in paragraph 66 of last year's Report, the cost of the assets transferred was written off in determining the net cost of the Exhibition which amounted to \$284,791,000 at December 31, 1968 as follows:

Net loss from operations.....		\$ 72,399,000
Amounts written off on transfer of capital assets to participating governments—		
Canada.....	\$ 59,876,000	
Province of Quebec.....	4,754,000	
City of Montreal.....	135,095,000	
		<u>199,725,000</u>
Loss on disposal of mass transit systems.....		11,777,000
Loss on disposal of other capital assets.....		489,000
Additional claims paid subsequent to close of Exhibition.....		401,000
		<u>123,166,000</u>
Deficit (Net cost of Exhibition).....		<u><u>\$ 284,791,000</u></u>

The amounts due from the participating governments at December 31, 1968, representing their shares of the deficit, less grants totalling \$40 million, were as follows:

Canada:		
Share of deficit—50%.....	\$ 142,395,000	
Less: Paid as grant.....	20,000,000	
		<u>\$ 122,395,000</u>
Province of Quebec:		
Share of deficit—37½%.....	106,797,000	
Less: Paid as grant.....	15,000,000	
		<u>91,797,000</u>
City of Montreal:		
Share of deficit—12½%.....	35,599,000	
Less: Paid as grant.....	5,000,000	
		<u>30,599,000</u>
		<u><u>\$ 244,791,000</u></u>

Offsetting these amounts were the following liabilities of the Corporation to these governments at December 31, 1968:

Canada—as guarantor of notes.....	\$ 91,950,000	
—as holder of notes.....	56,100,000	
		<u>\$ 148,050,000</u>
Province of Quebec—as guarantor of notes.....		91,950,000
City of Montreal—for services rendered.....		5,655,000
		<u><u>\$ 245,655,000</u></u>

The notes held by Canada were called on May 15, 1969 at which time the Province of Quebec delivered to Canada additional notes of the Province in the amount of \$10,779,000. Concurrently, the Corporation delivered to these governments notes of the

City of Montreal dated April 1, 1969 payable to Canada in the amount of \$14,371,000 and to the Province of Quebec in the amount of \$10,779,000, representing the City's unpaid share of the estimated final deficit less amounts owing to it by the Corporation. Thus, of the \$148,050,000 owing to Canada at the year-end, \$25,150,000 was settled by the delivery to Canada of notes of the City of Montreal in the amount of \$14,371,000 and of notes of the Province of Quebec in the amount of \$10,779,000. The balance of \$122,900,000 represents Canada's share of the estimated final deficit of the Corporation.

The Expo Winding-up Act, 1969-70, c.1, which received Royal Assent on November 27, 1969, authorized the transfer to, and disposal by, the Minister of Industry, Trade and Commerce of the remaining assets and liabilities of the Corporation. The Act also authorized the deletion from the accounts of Canada's share of the final deficit of the Corporation (up to a limit of \$125 million) and the deferral of certain payments to Canada by the Province of Quebec. Prior to enactment of this legislation the Bill was considered by the Standing Committee on Finance, Trade and Economic Affairs. The joint auditors appeared before this Committee on November 17, 1969 and were questioned concerning a number of the comments in their reports on the audit of the Corporation. (See also paragraph 56 of Volume I of this Report.)

**267. Canadian Dairy Commission.** This Commission, established by the Canadian Dairy Commission Act, 1966-67, c.34, consists of a chairman and two members appointed by the Governor in Council. The objects of the Commission are to provide efficient producers of milk and cream with the opportunity of obtaining a fair return for their labour and investment and to provide consumers of dairy products with a continuous and adequate supply of dairy products of high quality.

In carrying out its functions the Commission pays subsidies directly to producers of manufacturing milk and cream on their deliveries to processing plants, and supports the domestic prices of butter, skim milk powder and cheese by offering to purchase surpluses at prescribed prices. A holdback from subsidy payments is applied against losses on export sales at world market prices.

The financial transactions of the Commission, other than those relating to administration expense, are recorded in the Canadian Dairy Commission Account established in the Consolidated Revenue Fund pursuant to section 15 of the Act. The purchase of dairy products to support market prices was financed by means of loans from the Minister of Finance. Subsidy payments to dairy producers, trading losses and expenses, including interest on loans, were financed from funds transferred to the Commission by the Agricultural Stabilization Board from Agriculture Vote 17. The administration expense of the Commission was provided for by Agriculture Vote 55.

The financial statements for the year ended March 31, 1969 were prepared on an accrual basis whereas the statements for the preceding year had been drawn up on a cash basis. As a consequence the 1969 financial statements do not include comparable figures.

Although loans to the Commission including accrued interest amounted to \$43,614,000 at March 31, 1969, these were impaired by a deficit of \$14,965,000 at that date and the Crown's equity was \$28,649,000 represented by cash on deposit with the Receiver General, \$24,521,000, inventories of dry skim milk, butter and cheese, at market value, \$19,720,000, less subsidies and other accounts payable, \$15,592,000.

The following is a summary of the operations of the Commission for the year ended March 31, 1969:

Subsidies—

Subsidies to producers of manufacturing milk and cream.....	\$ 116,014,000	
Deficit on export equalization assistance.....	35,551,000	
Phasing-out payments to low-volume producers whose subsidy quotas were withdrawn in 1968-69.....	4,446,000	
		<u>\$ 156,011,000</u>

Net loss on sales of dairy products purchased to stabilize domestic prices.....		4,941,000
--	--	-----------

Administration expense—

Remuneration of Members of the Commission.....	75,000	
Data processing service.....	357,000	
Employee salaries and benefits.....	170,000	
Information and promotion.....	142,000	
Accounting and cheque issue.....	81,000	
Miscellaneous.....	58,000	
		<u>883,000</u>

Expenditure applicable to 1967-68 operations—

Subsidies.....	9,887,000	
Interest on loans.....	673,000	
		<u>10,560,000</u>

Net expenditure.....	<u><u>\$ 172,395,000</u></u>
----------------------	------------------------------

Net expenditure provided for by—

Agricultural Stabilization Board advances from:

Agriculture Vote 17, 1967-68.....	\$ 21,218,000
Agriculture Vote 17, 1968-69.....	134,845,000
Gross profit on sales of domestic and imported products to March 31, 1968.....	626,000
Agriculture Vote 55.....	303,000
Government departments which provided certain major services without charge..	438,000

157,430,000

Portion of net expenditure not provided for.....	14,965,000
--	------------

\$ 172,395,000

The deficit on export equalization assistance comprised:

Payments to finance exports of surplus dairy products.....	\$ 30,902,000
Less: Holdbacks from producer subsidies (including \$3,730,000 carried forward from 1967-68).....	19,444,000
Excess of payments over holdbacks.....	11,458,000
Add: Provision for loss on export sales of inventory of dry skim milk on hand at March 31, 1969.....	24,093,000
	<u><u>\$ 35,551,000</u></u>



In our report to the Minister of Agriculture on the examination of the accounts and financial statements of the Canadian Dairy Commission for the year ended March 31, 1969 we drew attention to the deficit of \$35,551,000 on export equalization assistance being charged to operations instead of being recovered from holdbacks from subsidies. (See paragraph 52 of Volume I of this Report.)

A summary by commodities of the net loss of \$4,941,000 on sales of dairy products purchased to stabilize domestic prices follows:

	Butter	Dry skim milk	Cheese	Total
Sales .....	\$ 42,343,000	\$ 11,770,000	\$ 3,484,000	\$ 57,597,000
Export equalization assistance .....	—	13,236,000	—	13,236,000
	<hr/> 42,343,000	<hr/> 25,006,000	<hr/> 3,484,000	<hr/> 70,833,000
Cost of products sold .....	40,979,000	24,954,000	3,489,000	69,422,000
	<hr/> 40,979,000	<hr/> 24,954,000	<hr/> 3,489,000	<hr/> 69,422,000
Gross profit (loss) .....	1,364,000	52,000	(5,000)	1,411,000
Expense—				
Storage .....	1,000,000	1,644,000	46,000	2,690,000
Freight and handling .....	889,000	386,000	9,000	1,284,000
	<hr/> 1,889,000	<hr/> 2,030,000	<hr/> 55,000	<hr/> 3,974,000
Loss .....	\$ 525,000	\$ 1,978,000	\$ 60,000	2,563,000
	<hr/> <hr/>	<hr/> <hr/>	<hr/> <hr/>	<hr/> <hr/>
Interest on loans .....				3,179,000
				<hr/>
Loss on sales of domestic products .....				5,742,000
Deduct: Profit on sales (\$1,990,000) of imported butter .....				801,000
				<hr/>
				\$ 4,941,000
				<hr/> <hr/>

The administration expense of \$883,000 includes \$438,000 for the estimated value of services provided without charge by the Department of Agriculture and the Department of Supply and Services. We reiterate the recommendation made in our 1968 Report (paragraph 271) that provision for the cost of these services be made in the Canadian Dairy Commission vote for Administration, Operation and Maintenance so that the total cost of administering the dairy price support program will be assembled in one vote.

**268. Canadian Film Development Corporation.** This Corporation, established by the Canadian Film Development Corporation Act, 1966-67, c.78, consists of six members appointed by the Governor in Council, and the person holding the office of Government Film Commissioner. Its objects are to foster and promote the development of a feature film industry in Canada, for which purpose the Act appropriated \$10 million to be paid out of the Consolidated Revenue Fund from time to time as required. The head office of the Corporation is in Montreal.

Payments from the appropriation in 1968-69, the first year of operations for the Corporation, amounted to \$572,000 comprising \$205,000 for operating purposes, and \$367,000 for investment in Canadian feature film productions. Amounts paid out as

investments in, or loans to producers of, Canadian feature film productions are charged to the Canadian Film Development Advance Account to which all receipts from such loans and investments are credited. These receipts are available for reinvestment.

The Crown's equity in the Corporation at March 31, 1969 was \$369,000 represented by investments in Canadian feature film productions, \$367,000, the net book value of capital assets, \$10,000, and other assets, \$1,000; offset by accounts payable of \$9,000.

The following is a summary of the Corporation's expense for the year ended March 31, 1969:

Administration—

Salaries and fees of executive officers and Members .....	\$ 34,000	
Other salaries and employee benefits .....	19,000	
Rent, leasehold improvements and taxes .....	13,000	
Staff and Members travel .....	12,000	
Advisory fees, including expenses .....	11,000	
Accounting and legal fees, including expenses .....	4,000	
Other .....	8,000	
		<u>\$ 101,000</u>

Awards for outstanding accomplishments in the production of Canadian feature films .....	100,000	
Depreciation .....	2,000	

Total expense .....	<u>\$ 203,000</u>	
---------------------	-------------------	--

Total expense provided for by—

Statutory appropriation .....	\$ 192,000	
Depreciation .....	2,000	
		<u>194,000</u>

Balance to be recovered from statutory appropriation .....	9,000	
		<u>\$ 203,000</u>

**269. Canadian Livestock Feed Board.** This Board, established by the Livestock Feed Assistance Act, 1966-67, c.52, consists of four members appointed by the Governor in Council. The objects of the Board are to ensure the availability of feed grain to meet the needs of livestock feeders, the availability of adequate storage space in Eastern Canada for feed grain, and the maintenance of reasonable stability in, and fair equalization of, feed grain prices in Eastern Canada and British Columbia.

The following is a summary of the expense of the Board for the past two years:

	Year ended March 31	
	1969	1968
Assistance on feed grains—		
Freight .....	\$ 17,997,000	\$ 21,339,000
Storage .....	—	89,000
	<u>17,997,000</u>	<u>21,428,000</u>

	Year ended March 31	
	1969	1968
Administration—		
Salaries and employee benefits . . . . .	\$ 158,000	\$ 95,000
Accounting and cheque issue services . . . . .	50,000	50,000
Accommodation . . . . .	20,000	20,000
Professional and special services . . . . .	19,000	2,000
Travel and removal . . . . .	19,000	17,000
Stationery and office supplies . . . . .	13,000	8,000
Telephone and telegraph . . . . .	10,000	5,000
Other . . . . .	9,000	31,000
	<u>298,000</u>	<u>228,000</u>
Total expense . . . . .	<u>\$ 18,295,000</u>	<u>\$ 21,656,000</u>
Total expense provided for by—		
Agriculture Votes 60 and 65 . . . . .	\$ 18,221,000	
Forestry and Rural Development Votes 40 and 45 . . . . .		\$ 21,582,000
Government departments which provided certain major services without charge . . . . .	74,000	74,000
	<u>\$ 18,295,000</u>	<u>\$ 21,656,000</u>

The major services provided without charge were employee benefits by the Treasury Board, accounting and cheque issue services by the Department of Supply and Services, and accommodation by the Department of Public Works. It is the general policy that Crown corporations pay for these services and provision should be made for these costs in the appropriation for the administration and operation expenses of the Board.

The increase of \$63,000 in salaries and employee benefits includes an increase of \$22,000 for salaries and fees paid to Board members. There was also an increase in the number of employees, from 12 at March 31, 1968 to 15 at March 31, 1969. Professional and special services increased by \$17,000 due mainly to a special study performed by the Agricultural Economics Research Council of Canada on "Benefits and Burdens of Feed Transportation Policy". These increases were offset by decreases of \$11,000 for the acquisition of office equipment and furnishings and \$10,000 in advertising and publicity, for which there was no expenditure in 1968-69.

**270. Canadian National (West Indies) Steamships, Limited.** The operations of this Company ceased in 1958 on the sale of its fleet of eight vessels to Cuban interests.

The Crown's equity in the Company at December 31, 1968 was \$556,000 represented by cash, \$5,000, a deposit with the Receiver General, \$95,000, and a final instalment of \$470,000 receivable under an agreement of sale, less a liability of \$14,000 in respect of unclaimed matured bonds.

The balance receivable under the agreement of sale represents the final instalment due August 19, 1963 under the terms of a letter of credit confirmed by the Bank of America. Payment continues to be prohibited by the Cuban Assets Control Regulations



of the United States of America dated July 8, 1963, despite continuing efforts of management to obtain release of the funds.

As the only remaining function of the Company is the collection of this final instalment under the agreement of sale, consideration should be given to the transfer of this account to the Crown and the surrender of the Company's charter.

**271. Canadian Overseas Telecommunication Corporation.** This Corporation was constituted in 1949 by the Canadian Overseas Telecommunication Corporation Act, *R.S., c.42*, to establish, maintain and operate external telecommunication services generally and to co-ordinate Canada's external telecommunication services with those of other nations.

The Crown's equity in the Corporation was \$78,401,000 at March 31, 1969 comprising advances of \$49,343,000 and a surplus of \$29,058,000.

The capital requirements of the Corporation are financed in part by loans provided by parliamentary appropriations, with the balance being met from accumulated earnings. The Corporation did not require any advances during the year and repaid \$3,040,000 on advances received in prior years. Additions to capital assets amounted to \$9,011,000 and at March 31, 1969 the estimated cost of completing approved capital projects was \$19,172,000 of which \$14,257,000 relates to the year ending March 31, 1970.

The following is a summary of income and expense of the Corporation for the past two years:

	Year ended March 31	
	1969	1968
Income—		
Telegraph, telephone, telex, circuit rentals, satellite, etc.....	\$ 30,500,000	\$ 24,502,000
Expense—		
Salaries, wages and employee benefits.....	6,381,000	6,008,000
Depreciation.....	6,772,000	5,892,000
Rental of circuits, etc.....	2,993,000	2,621,000
Interest.....	2,573,000	2,433,000
Maintenance and repairs—plant and equipment.....	1,954,000	1,073,000
Other.....	863,000	730,000
	21,536,000	18,757,000
Estimated amount recoverable from Commonwealth Network....	3,024,000	2,216,000
	18,512,000	16,541,000
Profit before income tax.....	11,988,000	7,961,000
Provision for income tax.....	6,195,000	3,970,000
Net profit.....	\$ 5,793,000	\$ 3,991,000

The increase of \$5,998,000 in income is largely accounted for by increases of \$1,985,000 in telephone revenue, \$1,968,000 in telex revenue and \$759,000 in revenue

from the satellite system and earth station which went into operation in the previous year.

Expense increased by \$2,779,000 while the estimated portion recoverable from the Commonwealth Network increased by \$808,000, resulting in an increase of \$1,971,000 in the expense charged to operations. Of this amount \$880,000 related to depreciation, due to the increased investment in capital assets, and \$881,000 to maintenance and repairs of plant and equipment, due mainly to an increase of \$656,000 in the charter-hire costs of the Icebreaker/Cable repair ship "John Cabot".

**272. Canadian Patents and Development Limited.** Section 17 of the National Research Council Act, *R.S., c.239*, provides for the incorporation of one or more companies by the National Research Council of Canada for the purpose of exercising certain of the powers conferred upon the Council. Under this authority Canadian Patents and Development Limited was incorporated in 1947 under the Canada Corporations Act, *R.S., c.53*, for the purpose of making available to industry, through licensing arrangements, the inventions and new processes developed by the Council. The services of the Company, which is located in Ottawa, are also available to government departments, publicly supported institutions and universities.

At March 31, 1969 the Crown's equity in the Company was \$1,054,000, comprising capital stock of \$296,000 and surplus of \$758,000.

The following is a summary of the results of the Company's operations for the past two years:

	Year ended March 31	
	1969	1968
Income—		
Royalties, licensing fees, etc.....	\$ 378,000	\$ 368,000
Less: Costs of licensing rights and related technical assistance, etc.....	82,000	57,000
	296,000	311,000
Other.....	83,000	75,000
	379,000	386,000
Expense—		
Salaries.....	222,000	188,000
Promotion and development.....	191,000	124,000
Patent attorneys' fees and other patenting costs.....	76,000	84,000
Rent.....	24,000	—
Awards to inventors.....	16,000	16,000
Office stationery, supplies, equipment and furnishings.....	14,000	3,000
Services provided by National Research Council of Canada.....	10,000	20,000
Other.....	13,000	10,000
	566,000	445,000
Net loss.....	\$ 187,000	\$ 59,000

The increase in the costs of licensing rights and related technical assistance was mainly due to increases in royalties payable under agreements with universities.

The increase in salaries is due mainly to salary revisions and to an increase in staff from 22 to 24.

The increase in promotion and development expense is mainly due to the acceleration of the Company's program of assistance to licensees in the development, and in some cases pre-production, of inventions.

The increases in rent, and in the cost of office stationery, supplies, equipment and furnishings, offset by a decrease in the cost of services provided by the National Research Council of Canada, were mainly attributable to the move to new office accommodation in October 1968.

**273. Centennial Commission.** The Centennial Commission was established by the Centennial of Canadian Confederation Act, 1960-61, c.60, to promote interest in, and to plan and implement programs and projects relating to, the Centennial of Confederation in Canada. The Commission consisted of a commissioner, an associate commissioner and twelve directors, all appointed by the Governor in Council. Pursuant to Secretary of State Vote 1c, Appropriation Act No. 1, 1968, 1967-68, c.34, the Commission ceased to exist on April 1, 1968; all rights and property, and all obligations and liabilities of the Commission existing before that day were directed to continue as the rights, property, obligations and liabilities of the Crown; and the Secretary of State was authorized to close out the affairs of the Commission.

The Centennial of Confederation Fund, established under section 10 of the Act, had a balance of \$7,254,000 at April 1, 1968. During the year \$4,870,000 granted to provinces for approved projects was charged to the Fund, leaving a balance of \$2,384,000 at March 31, 1969.

At March 31, 1969 there were outstanding commitments amounting to \$117,000 under the Confederation Memorial Program in respect of uncompleted memorial projects in the Province of Quebec and the Northwest Territories, and \$1,766,000 under the Centennial Projects Program in respect of projects of a lasting nature initiated by municipalities or local agencies and approved by provincial authorities. The balance of \$2,384,000 in the Centennial of Confederation Fund was available to the Secretary of State to meet these commitments. In addition, liabilities amounting to an estimated \$18,000 were outstanding at March 31, 1969 in respect of programs and projects of national significance for which parliamentary appropriation will be required to provide the necessary funds.

The following is a summary of expenditure for the year ended March 31, 1969 towards the closing out of the affairs of the Centennial Commission with comparable figures for the year ended March 31, 1968 and cumulative figures from the establishment of the Commission on September 29, 1961:



	Year ended March 31		Cumulative to March 31, 1969
	1969	1968	
Grants to provinces for approved projects of a lasting nature.....	\$ 4,870,000	\$ 10,696,000	\$ 39,851,000
Programs and projects of national significance.....	137,000	13,370,000	37,826,000
Administration expense—			
Salaries and employee benefits.....	29,000	1,734,000	4,867,000
Exhibits, displays and films.....	1,000	1,221,000	3,005,000
Professional and special services.....	1,000	930,000	2,247,000
Travel.....	1,000	181,000	635,000
Informational programs and publications.....	—	101,000	400,000
Stationery, supplies and office equipment.....	3,000	99,000	382,000
Accommodation.....	3,000	107,000	345,000
Telephone and telegraph.....	4,000	151,000	325,000
Other.....	—	273,000	751,000
	<u>42,000</u>	<u>4,797,000</u>	<u>12,957,000</u>
Total expenditure.....	<u>\$ 5,049,000</u>	<u>\$ 28,863,000</u>	<u>\$ 90,634,000</u>
Total expenditure provided for by—			
Centennial of Confederation Fund.....	\$ 4,870,000	\$ 10,696,000	\$ 39,851,000
Secretary of State Vote 1b.....	179,000	17,982,000	50,267,000
Government departments which provided accommodation and accounting services without charge.....	—	185,000	516,000
	<u>\$ 5,049,000</u>	<u>\$ 28,863,000</u>	<u>\$ 90,634,000</u>

The main expenditures on "Programs and projects of national significance" in 1968-69 were incurred in respect of: Publications Assistance, \$77,000 (including \$72,000 for the souvenir album "Canada '67"); Confederation Train and Caravans, \$28,000 (including \$7,000 for promotion); National Capital, \$10,000; and Performing Arts, \$5,000.

**274. Crown Assets Disposal Corporation.** This Corporation was established in 1944 by the Surplus Crown Assets Act, *R.S., c.260*. With certain specified exceptions, the Corporation is responsible for the disposal of the surplus assets of all government departments and most of the Crown corporations and agencies. The Corporation has entered into agreements with Britain and the United States whereby it also disposes of surplus property held by them in Canada. The Corporation has its head office in Ottawa and regional sales offices in a number of cities across Canada.

As has been the case for a number of years, the Corporation was authorized for the 1968-69 year to retain 4% of the net proceeds of sales of lands and buildings and 10% of the net proceeds of all other sales to meet its administrative and other expenses. A summary of the Corporation's income and expense for the year with comparable figures for the preceding year follows:

	Year ended March 31	
	1969	1968
Income—		
Portion retainable by the Corporation from net sales, and other income earned.....	\$ 1,122,000	\$ 1,181,000
Expense—		
Salaries.....	779,000	719,000
Employee benefits.....	71,000	61,000
Rent.....	64,000	59,000
Telephone, telegrams and postage.....	49,000	40,000
Printing, stationery and office supplies.....	48,000	41,000
Travel.....	31,000	27,000
Data processing.....	15,000	15,000
Office furniture and equipment.....	14,000	14,000
Other.....	18,000	13,000
	1,089,000	989,000
Excess of income over expense.....	\$ 33,000	\$ 192,000

The \$59,000 decrease in income was due mainly to a reduction in commodity sales. The \$100,000 increase in expense resulted mainly from increased salaries.

Pursuant to section 81 of the Financial Administration Act, the Corporation was directed to pay to the Receiver General, as of March 31, 1959 and from time to time thereafter, but at intervals of not longer than six months, all of its surplus in excess of \$100,000. Consequently, the \$33,000 excess of income over expense for the year was paid to the Receiver General, leaving the surplus unchanged at \$100,000.

The equity of the Crown in the Corporation's Agency Account at March 31, 1969 was \$7,761,000, compared with \$7,257,000 at the end of the preceding year, largely represented by \$7,455,000 receivable under long-term interest-bearing sales agreements.

The transactions in the Agency Account during the year, compared with the preceding year, are summarized as follows:

	Year ended March 31	
	1969	1968
Sales made on behalf of—		
Canada.....	\$ 14,346,000	\$ 14,114,000
Others.....	492,000	301,000
	14,838,000	14,415,000
Interest.....	401,000	375,000
	15,239,000	14,790,000
Less: Direct costs relating to sales.....	110,000	20,000
	15,129,000	14,770,000
Add: Reduction of prior years' provision for doubtful account.....	—	3,000
	15,129,000	14,773,000

	Year ended March 31	
	1969	1968
<i>Deduct:</i>		
Portion retainable by the Corporation from net sales.....	\$ 1,120,000	\$ 1,181,000
Remittances to the Receiver General.....	13,041,000	13,362,000
Other remittances.....	388,000	275,000
Adjustment of prior years' sales.....	15,000	—
	<u>14,564,000</u>	<u>14,818,000</u>
 Increase (decrease) in equity—		
Canada.....	504,000	(41,000)
Others.....	61,000	( 4,000)
	<u>\$ 565,000</u>	<u>\$ (45,000)</u>

The increase of \$423,000 in sales comprises an increase of \$1,657,000 in sales of lands and buildings and a decrease of \$1,234,000 in other sales. One exceptionally large sale of lands and buildings during the year in the amount of \$1,923,000 had no counterpart in the preceding year.

During the year the Corporation completed the revision of its sales procedures as recommended by the Public Accounts Committee in its Seventh Report 1964-65.

**275. Defence Construction (1951) Limited.** This Company was incorporated in 1951 under the Canada Corporations Act, *R.S., c.53*, pursuant to the authority in section 7 of the Defence Production Act, *R.S., c.62*.

The Company is responsible for awarding and supervising contracts for defence construction projects and may assist civilian agencies of the Government. Funds to finance projects are provided by the departments concerned, or by the United States Government for defence projects in Canada undertaken on its behalf. Expenditures on defence construction projects approved by the Company for payment by the Department of National Defence and by the United States Government decreased from \$23 million in 1967-68 to \$22 million in 1968-69.

The following is a summary of expense and income for the past two years:

	Year ended March 31	
	1969	1968
<i>Expense—</i>		
Salaries and living allowances.....	\$ 3,431,000	\$ 3,310,000
Employee benefits.....	264,000	245,000
Travel and removal.....	180,000	185,000
Other.....	280,000	308,000
	<u>4,155,000</u>	<u>4,048,000</u>
<i>Income—</i>		
Reimbursement for engineering and administrative services, etc.....	1,823,000	1,770,000
Net expense.....	<u>\$ 2,332,000</u>	<u>\$ 2,278,000</u>



	Year ended March 31	
	1969	1968
Net expense provided for by—		
National Defence Vote 55.....	\$ 2,295,000	\$ 2,230,000
Government departments which provided major services without charge.....	37,000	48,000
	<u>\$ 2,332,000</u>	<u>\$ 2,278,000</u>

The only significant increase in expense relates to higher salary rates which more than offset savings resulting from a staff decrease of 12 employees.

**276. Eldorado Aviation Limited.** This Company was incorporated in 1953 under the Canada Corporations Act, *R.S., c.53*, and is a wholly-owned subsidiary of Eldorado Nuclear Limited. Operating from headquarters in Edmonton, Alta., it provides air transportation services mainly for its parent company and Northern Transportation Company Limited, another wholly-owned subsidiary of Eldorado Nuclear Limited. These two companies share the cost of operations of Eldorado Aviation Limited on a "cost per ton-mile" basis.

The equity of Eldorado Nuclear Limited in the Company at December 31, 1968 comprised capital stock of \$28,000 and surplus of \$254,000.

The following is a summary of the net expense of the Company for the past two years:

	Year ended December 31	
	1968	1967
Salaries, wages and employee benefits.....	\$ 303,000	\$ 266,000
Supplies.....	188,000	181,000
Repairs.....	168,000	124,000
Hangar expense.....	103,000	55,000
Depreciation.....	45,000	30,000
Insurance.....	30,000	26,000
Other.....	37,000	23,000
	<u>874,000</u>	<u>705,000</u>
Miscellaneous income.....	89,000	37,000
Net expense.....	<u>\$ 785,000</u>	<u>\$ 668,000</u>

The increase of \$37,000 in salaries, wages and employee benefits was due to general increases in salary and wage rates and to an increase in the number of employees from 32 to 34. The increase in repairs, \$44,000, was due to the increased activity of the Company and the greater number of engine overhauls during the year. Hangar expense increased by \$48,000 due mainly to the increased rental for hangar No. 11 in Edmonton. Miscellaneous income increased by \$52,000, due mainly to an increase in the time that Company aircraft were leased to private operators.

The net expense for the year was recovered by the Company from Eldorado Nuclear Limited and from Northern Transportation Company Limited in the amounts of \$659,000 and \$126,000.

**277. Eldorado Nuclear Limited.** This Company, formerly known as Eldorado Mining and Refining Limited, was incorporated in 1945 under the Canada Corporations Act, *R.S., c.53*, following expropriation in 1944 of the shares of a privately-owned company. The principal functions of the Company are to produce, refine, procure and sell uranium and allied products and to produce the zirconium metal which is used in nuclear power plants. The head office of the Company and the Research and Development Division are in Ottawa, the Beaverlodge mine is near Uranium City, Sask., and the refinery, the zirconium plant and administrative offices are in Port Hope, Ont.

The equity of the Crown in the Company at December 31, 1968 amounted to \$52,211,000, comprising capital stock of \$6,586,000 and surplus of \$45,625,000.

The following is a summary of income and expense for the past two years:

	Year ended December 31	
	1968	1967
Income—		
Sales.....	\$ 1,451,000	\$ 14,556,000
Expense—		
Cost of products and services sold.....	1,117,000	13,324,000
Scientific research.....	590,000	683,000
Administration.....	380,000	403,000
Exploration.....	187,000	223,000
Selling and shipping.....	125,000	351,000
	2,399,000	14,984,000
Net loss from operations.....	948,000	428,000
Interest and other non-operating income (net).....	1,127,000	698,000
Net income.....	\$ 179,000	\$ 270,000

The provision for depreciation in 1968 amounted to \$846,000 and in 1967 to 630,000.

The reduction of \$13,105,000 in income from sales is due mainly to the absence of any sales of concentrates. In the previous year 2,201,000 pounds of concentrates were sold for \$12,761,000.

The Company's Beaverlodge mine produced 2,002,000 pounds of uranium concentrates, compared with 2,003,000 pounds in 1967, all of which remained in inventory at the year-end.

The increase of \$429,000 in interest and other non-operating income is largely due to the arrangements made for the early liquidation of a deferred account receivable

under which the Company was immediately provided with \$18,000,000, part of which was temporarily invested in bank deposit receipts.

The Governor in Council granted authority in 1963 and 1965 for the entry into contracts between Canada, represented by the Company, and certain other uranium producers for the purchase of uranium concentrates for stockpiling by Canada. At December 31, 1968 the Company was the custodian of uranium concentrates thus acquired at a total cost of \$82,414,000. Funds for the acquisition of these concentrates were provided by parliamentary appropriations and accordingly their cost was not included in the accounts of the Company.

Capital assets of the Company increased by a net amount of \$13.9 million compared with \$1.7 million in the previous year. Major expenditures during the year included \$7.4 million for the zirconium plant, \$2.9 million for the Wellington Lake hydro plant and \$800,000 for the uranium hexafluoride plant. The expenditures were met from accumulated earnings.

No provision for income tax has been required for the past three years, the Company having no taxable income because of amounts claimed as allowances for scientific research, capital cost and depletion.

**278. *Export Credits Insurance Corporation.*** This Corporation was established in 1944 by the Export Credits Insurance Act, *R.S., c.105*, to provide insurance to Canadian exporters against the risk of non-payment by foreign buyers. The Corporation, which has its head office in Ottawa and branches in Montreal, Toronto, and Vancouver, is intended to operate on a self-sustaining basis from premiums charged on contracts of insurance. However, section 21 of the Act provides that, where the Corporation is of the opinion that a proposed contract of insurance will impose upon it a liability for a term or in an amount in excess of that which the Corporation would normally undertake, the Governor in Council may authorize the Corporation to enter into the proposed contract. In the event of a loss under section 21 (there has been none) the moneys required to discharge the liability would be paid from the Consolidated Revenue Fund up to a limit of \$600 million.

In order to further promote Canadian exports, an amendment to the Act in 1959 introduced section 21A which permits the Corporation, with the authority of the Governor in Council, to provide long-term financing for export sales of capital goods and services. Funds for this purpose are provided out of the Consolidated Revenue Fund up to a limit of \$500 million.

The Crown's equity in the Corporation at December 31, 1968 was \$241,449,000 consisting of share capital of \$5,000,000, capital surplus of \$5,000,000, an underwriting reserve of \$6,000,000, earned surplus of \$4,271,000, and advances and accrued interest totalling \$221,178,000 in respect of long-term financing of sales agreements under section 21A of the Act.



The underwriting reserve, established to provide for losses on contracts of insurance entered into on the Corporation's own account, remained unchanged at \$6 million. At December 31, 1968 the reserve amounted to 3.1% of the Corporation's liabilities under these contracts compared with 3.6% of the corresponding liabilities at the end of the preceding year and 4.3% at the end of 1966.

Export sales insured by the Corporation on its own account during 1968 totalled \$247 million compared with \$214 million in 1967. Export sales insured under section 21 of the Act totalled \$94 million compared with \$24 million in 1967. At December 31, 1968 the liability of the Corporation for contracts of insurance totalled \$402 million of which \$194 million was for contracts entered into on its own account and \$208 million was for contracts entered into under section 21 of the Act. Premiums and guarantee fees earned on risks insured on the Corporation's own account amounted to \$932,000 compared with \$762,000 in 1967. Premiums earned in respect of contracts entered into under section 21 of the Act are paid to the Receiver General after deducting a portion sufficient to cover expenses and overhead applicable to the administration of these policies. These deductions amounted to \$93,000 compared with \$138,000 in 1967.

At December 31, 1968, after eight years of operations in the field of direct long-term financing of export sales under section 21A of the Act, the Corporation had entered into agreements totalling \$408 million. A total of \$300 million had been disbursed of which \$78 million had been repaid, leaving a balance of \$222 million compared with \$190 million at December 31, 1967. The Corporation's portion of interest and guarantee fees earned in respect of long-term financing agreements amounted to \$430,000 in the year compared with \$325,000 in the previous year. Notes for \$5 million which mature within one year were held for the account of Export Finance Corporation of Canada, Ltd., (owned by the Canadian chartered banks) to whom they had been sold. However, as the notes are unconditionally guaranteed by the Corporation, it continues to be responsible for the collection of the principal and interest.

The following is a summary of operations for the past two years:

	Year ended December 31	
	1968	1967
Income—		
Premiums, fees and interest earned.....	\$ 1,455,000	\$ 1,225,000
Expense—		
Salaries and employee benefits.....	785,000	653,000
Professional fees.....	78,000	2,000
Rents.....	77,000	64,000
Stationery, printing and office.....	58,000	52,000
Travel.....	48,000	43,000
Communications.....	37,000	27,000
Ministerial mission to Latin America.....	25,000	—
Other.....	90,000	85,000
	1,198,000	926,000
Operating income.....	257,000	299,000

	Year ended December 31	
	1968	1967
Policyholders' claims—		
Payments.....	\$ 886,000	\$ 1,708,000
Recoveries.....	738,000	256,000
	<u>148,000</u>	<u>1,452,000</u>
Excess of operating income over policyholders' claims.....	109,000	(1,153,000)
Interest on investments.....	318,000	286,000
Excess of income over expense.....	<u>\$ 427,000</u>	<u>\$ (867,000)</u>

The increase of \$272,000 in expense resulted mainly from an increase of \$124,000 in salaries, of which approximately \$61,000 was due to staff increases and \$63,000 to salary increases; a payment of \$60,000 to a management consulting firm for an investigation and report on the operations of a foreign firm which had been experiencing financial difficulties in meeting its loan instalment payments to the Corporation; and an expenditure of \$25,000 for the Corporation's cost of participating in the Canadian Government's Ministerial mission to Latin America.

The following is a summary of transactions in respect of claims paid to policyholders:

Type of claim	Balance Jan. 1, 1968	Claims paid	Amounts recovered	Written off	Balance Dec. 31, 1968
Insolvency.....	\$ 230,000	\$ 32,000	\$ 43,000	\$ 37,000	\$ 182,000
Default.....	615,000	846,000	510,000	72,000	879,000
Exchange transfer.....	1,597,000	8,000	185,000	(4,000)	1,424,000
Other.....	12,000	—	—	—	12,000
	<u>\$ 2,454,000</u>	<u>\$ 886,000</u>	<u>\$ 738,000</u>	<u>\$ 105,000</u>	<u>\$ 2,497,000</u>

The Corporation anticipates substantial recoveries from the outstanding claims of \$2,497,000 and the amounts recovered will be recorded as income in the year in which the recoveries are effected.

The Export Development Act, 1968-69, c.39, establishing the Export Development Corporation as successor to the Export Credits Insurance Corporation, was proclaimed in force on October 1, 1969. On that date all property, rights, obligations and liabilities of the Export Credits Insurance Corporation became those of the Export Development Corporation.

**279. Farm Credit Corporation.** This Corporation was established in 1959 by the Farm Credit Act, 1959, c.43, to make, administer and supervise long-term mortgage loans to farmers. The Corporation also administers the Farm Machinery Syndicates Credit Act, 1964-65, c.29, which authorizes the making of loans to qualified syndicates of three or more farmers for the purchase of farm machinery for their co-operative use. The head office of the Corporation is in Ottawa and there are seven provincial branch and 127 field offices, including the offices of 30 district supervisors.

The Crown's equity in the Corporation at March 31, 1969 was \$1,079,130,000 comprising: capital, \$40,300,000; loans from Canada, \$1,009,622,000 (of which \$3,376,000 was in respect of the Farm Machinery Syndicates Credit Act); accrued interest on loans from Canada, \$27,983,000; a reserve for losses under the Farm Credit Act, \$1,217,000; and retained earnings from operations under the Farm Machinery Syndicates Credit Act, \$8,000.

During the year, 9,117 loans amounting to \$205,341,000 were made under the Farm Credit Act compared with 11,559 loans totalling \$251,228,000 in the previous year. Repayments of principal amounted to \$85,029,000. Loans outstanding at March 31, 1969, with accrued interest, amounted to \$1,071,104,000 compared with \$944,418,000 at March 31, 1968.

The following is a summary of the income and expense of the Corporation under the Farm Credit Act for the past two years:

	Year ended March 31	
	1969	1968
<b>Income—</b>		
Interest earnings.....	\$ 51,304,000	\$ 43,202,000
Deduct: Interest on loans from Canada.....	52,130,000	41,990,000
	(826,000)	1,212,000
Appraisal, supervision and legal fees, etc.....	1,206,000	1,269,000
	380,000	2,481,000
<b>Expense—</b>		
Salaries and employee benefits.....	5,217,000	4,822,000
Travel.....	575,000	594,000
Office accommodation.....	453,000	396,000
Postage, express, telephone and telegraph.....	129,000	138,000
Printing, stationery and office supplies.....	101,000	121,000
Rental and maintenance of office equipment.....	80,000	91,000
Depreciation.....	55,000	59,000
Appeal Boards—fees and expenses.....	16,000	16,000
Professional services.....	13,000	11,000
Other.....	46,000	68,000
	6,685,000	6,316,000
Less: Portion allocated to operations under the Farm Machinery Syndicates Credit Act.....	39,000	26,000
	6,646,000	6,290,000
Net operating loss.....	\$ 6,266,000	\$ 3,809,000
<b>Net operating loss provided for by—</b>		
Agriculture Vote 70.....	\$ 6,000,000	\$ 3,809,000
Reserve for losses.....	266,000	—
	\$ 6,266,000	\$ 3,809,000



With respect to operations under the Farm Machinery Syndicates Credit Act, the Corporation had income of \$30,000 from earned interest (net) and service charges, and allocated expenses of \$39,000 to these operations, as shown in the above summary. The net loss of \$9,000 was charged to retained earnings which left a balance of \$8,000 at March 31, 1969. Since this Act came into force on December 11, 1964, the Corporation has made 552 loans totalling \$4,291,000 repayable over a term not exceeding seven years. As at March 31, 1969 loans outstanding totalled \$3,379,000 including accrued interest. The interest rate of  $6\frac{1}{2}\%$  was increased to  $7\frac{1}{2}\%$  on new loans effective November 15, 1968 and on April 1, 1969 was raised to  $7\frac{3}{4}\%$ . Amending legislation, assented to on May 8, 1969, changed the title of this Act to the Farm Syndicates Credit Act, raised the maximum term of repayment of new loans to 15 years and made provision for loans to Indian bands engaged in farming operations on Reserve land.

Section 15 of the Farm Credit Act requires the Corporation to establish a reserve out of which may be paid "any losses sustained by the Corporation in the conduct of its business". The section further provides that the Corporation shall credit its net earnings each year to this reserve until the amount of the reserve equals the capital of the Corporation. At March 31, 1969 the capital of the Corporation amounted to \$40,300,000 whereas the reserve for losses was only \$1,218,000, having been reduced by \$266,000, the balance of the net operating loss not provided for by parliamentary appropriation, and by \$45,000 due to losses on loans written off during the year. In our report to the Minister of Agriculture under section 87 of the Financial Administration Act on the results of our examination of the accounts of the Corporation, we referred to the inadequacy of the statutory lending rate of 5% on loans to farmers and the continuing deficiency in the reserve for losses.

By an amendment to the Farm Credit Act (1968-69, c.6), the statutory lending rate of 5% was abolished with effect from November 15, 1968 and the interest rate on loans to farmers is now as prescribed from time to time by the Governor in Council. On November 15, 1968 the rate was fixed at  $7\frac{3}{4}\%$ . However, the new rate is applicable only to new loans and annual losses will continue with respect to loans made at the former statutory rate so that for a considerable time there will be no net earnings to credit to the reserve for losses. Since 1963 the annual losses of the Corporation resulting from the low statutory interest rate have been recovered from annual parliamentary appropriations. However, the parliamentary appropriation of \$6,000,000 for the year ended March 31, 1969 was not sufficient to cover the operating loss for the year and \$266,000 had to be charged to the reserve. The provision of a parliamentary appropriation to cover the full annual operating loss of the Corporation will prevent further depletion of the reserve by such losses, but this does not provide for the building up of the reserve to an amount equivalent to the capital of the Corporation as is contemplated by the Farm Credit Act.

In addition to providing that the interest rate on new loans be fixed by the Governor in Council, the amendments to the Farm Credit Act introduced the following changes: the definition of those eligible for loans was broadened; the amount that a

single farming enterprise might borrow was increased to \$100,000; and Indian people engaged in farming operations on Reserve land became eligible for loans.

In 1969 we recommended to the Corporation that in view of the magnitude of its operations and the growing volume and value of the loans outstanding, consideration should be given to the appointment of an internal auditor. He should, in our view, report to the Chairman and be given broad terms of reference to include a continuous and independent appraisal of the internal controls and operations of the Corporation.

**280. *The National Battlefields Commission.*** This Commission was established by The National Battlefields at Quebec Act, 1908, c.57, to acquire and preserve the historic battlefields at Quebec. The Commission consists of nine members, seven of whom are appointed by the Governor in Council and one each by the Provinces of Ontario and Quebec.

At March 31, 1969 the proprietary equity of the Crown in the Commission amounted to \$1,642,000, comprising capital assets costing \$1,619,000 and working capital of \$23,000.

The following is a summary of the expense of the Commission for the past two years:

	Year ended March 31	
	1969	1968
Salaries, wages and employee benefits.....	\$ 231,000	\$ 192,000
Policing services.....	30,000	35,000
Light, heat, power, gasoline and oil.....	15,000	15,000
Operating supplies and nursery stock.....	12,000	10,000
Repairs of roads, driveways and buildings.....	10,000	10,000
Tree surgery.....	7,000	—
Other.....	17,000	15,000
	<hr/> 322,000	<hr/> 277,000
Capital outlay.....	13,000	74,000
	<hr/> \$ 335,000	<hr/> \$ 351,000

The expense for the year was met from Indian Affairs and Northern Development Vote 35.

Funds contributed by provincial governments, municipalities and others, which may be used only for the acquisition of land with prior parliamentary approval, amounted, with interest, to \$37,000 at March 31, 1969. There have been no transactions since 1938.

**281. *National Capital Commission.*** This Commission was established by the National Capital Act, 1958, c.37, to succeed the Federal District Commission which had been established in 1927 as the successor to the Ottawa Improvement Commission formed in 1899. The objects of the Commission are "to prepare plans for and assist in the development, conservation and improvement of the National Capital Region in order

that the nature and character of the seat of the Government of Canada may be in accordance with its national significance". The Commission consists of 20 members from across Canada appointed by the Governor in Council.

Subject to the control exercised by the Governor in Council, the Commission has wide powers including those relating to: acquisition and development of property; construction and maintenance of parks, roads, bridges, buildings and other works; undertaking joint projects with municipalities or making grants to municipalities; construction and operation of concessions; and the administration of historic buildings and sites.

At March 31, 1969 the Crown's equity in the Commission was \$162,292,000 represented by capital assets at cost, \$150,823,000, and working capital, \$11,469,000. Excluded from these amounts is the value of properties expropriated but for which compensation had not been paid. This was estimated to be \$11,032,000 at March 31, 1969, of which \$1,310,000 will be reimbursed by the Bank of Canada under an agreement relating to the acquisition by the Commission of a block of land adjacent to the Bank's present holdings.

The Commission's activities are financed by annual parliamentary appropriations, by sales of land acquired from the National Capital Fund, by loans from Canada for the acquisition of property and by revenues from rentals, etc. These sources provided net funds totalling \$24,615,000 in 1968-69, bringing to \$30,375,000 the funds available to the Commission as follows:

Balance in National Capital Fund, April 1, 1968.....	\$ 2,378,000
Unexpended prior year loans from Canada.....	3,382,000
	5,760,000
Parliamentary appropriation to the National Capital Fund.....	\$ 15,000,000
Less: Used to repay earlier loans from Canada.....	5,471,000
	<hr/>
	9,529,000
Parliamentary appropriation for operation, maintenance and interest charges.....	9,980,000
Sales of land acquired from the National Capital Fund.....	2,252,000
Loans from Canada for the acquisition of property.....	1,700,000
Revenues.....	1,154,000
	24,615,000
	<hr/>
	\$ 30,375,000

Expenditures were \$19,210,000 leaving a balance available for future expenditure of \$11,165,000 at March 31, 1969, comprising \$9,168,000 in the National Capital Fund and \$1,997,000 in unexpended loans from Canada. At March 31, 1969 the Commission also had parliamentary authority to borrow a further \$2,200,000 for property acquisition in the Greenbelt, being the difference between the total amount of \$41,300,000 authorize



by Parliament for this purpose, and the \$39,100,000 borrowed by the Commission. The following is a summary of expenditures for the past two years:

	Year ended March 31	
	1969	1968
Operating expenditure—		
Operation and maintenance of parks, parkways, government grounds, etc.....	\$ 4,448,000	\$ 3,439,000
Interest charges on loans from Canada.....	3,831,000	3,783,000
Planning and administration.....	1,872,000	1,447,000
Grants, assistance to municipalities, etc.....	947,000	1,477,000
Payments in lieu of taxes.....	820,000	499,000
	<u>11,918,000</u>	<u>10,645,000</u>
Capital expenditure—		
Property acquisitions.....	3,466,000	5,242,000
Improvements to land and buildings.....	1,221,000	503,000
Railway lines and structures.....	1,185,000	3,672,000
Roads, parkways, bridges and approaches.....	834,000	2,653,000
Other.....	586,000	322,000
	<u>7,292,000</u>	<u>12,392,000</u>
	<u>\$ 19,210,000</u>	<u>\$ 23,037,000</u>

The increase of \$1,273,000 in operating expenditure was largely the result of higher rates paid to hourly-rated employees under a labour agreement having effect from October 1, 1966. During the year recognition was given to a claim by the City of Hull for taxes on Gatineau Park properties within the city limits, and payment was made for charges back to the year 1960-61 in the amount of \$112,700. This item, together with the non-recurring cost of commuting certain local improvement charges levied against Commission lands in the City of Ottawa and Gloucester Township, \$121,000, accounted for the major portion of the \$321,000 increase in payments in lieu of taxes. Planning and administration costs increased by \$425,000 due largely to an increase of \$225,000 in salary costs, and to the introduction of a computerized data information system at a cost of \$115,000. Grants and assistance to local municipalities under various cost-sharing agreements decreased by \$530,000.

The substantial completion of the railway relocation work and the current program of parkway construction has resulted in a decrease of \$4,306,000 in related capital expenditures, from \$6,325,000 in 1967-68 to \$2,019,000 in this year. The value of property acquisitions also decreased, from \$5,242,000 last year to \$3,466,000 in 1968-69.

The Commission is required under the Financial Administration Act to have its capital budget laid before Parliament annually. Protracted discussions between the Commission and the Treasury Board, before final approval by the Governor in Council, resulted in the document for 1968-69 not being tabled in the House until May 8, 1969,

after all financial transactions for the year had been completed. Despite this there were wide disparities between the amounts approved and the expenditures incurred on the various classes of assets, as shown in the following summary:

	Capital budget	Actual expenditure
Property acquisitions.....	\$ 7,600,000	\$ 3,466,000
Improvements to land and buildings.....	3,620,000	1,221,000
Railway lines and structures.....	2,150,000	1,185,000
Roads, parkways, bridges and approaches.....	2,278,000	834,000
Other capital expenditure.....	1,080,000	586,000
	16,728,000	7,292,000
Repayment of loans (with allowable 20% over-run).....	5,000,000	5,471,000
	21,728,000	12,763,000
Less: Sales of land acquired from the National Capital Fund.....	200,000	2,252,000
	\$ 21,528,000	\$ 10,511,000

Certain capital expenditures of the Commission are financed by loans from Canada. Funds for the payment of interest on these loans and for repayment of principal in certain cases are provided to the Commission from parliamentary appropriations in subsequent years. At March 31, 1969 outstanding loans from Canada totalled \$65,876,000 compared with \$75,116,000 at the end of the preceding year. Interest charges in 1968-69 amounted to \$3,831,000 of which \$877,000 was provided out of income of the Commission and \$2,954,000 by parliamentary appropriation. Of loan repayments totalling \$10,940,000 during the year, \$5,469,000 represented the proceeds of sales and \$5,471,000 was provided by parliamentary appropriations through the National Capital Fund. This procedure has been commented upon in previous Reports and is further dealt with in paragraph 229 of this Volume. The subject has also been considered by the Public Accounts Committee and in its Seventh Report 1966-67 (see Appendix 1, item 25 of Volume I of this Report) the Committee noted the undertaking of the Department of Finance to review and discuss this practice with the Auditor General and asked that he report on the matter in due course. Although no discussion has yet taken place, the Commission has now received a directive from the Treasury Board under which, starting with the year 1970-71, loans will only be provided in order to acquire, improve and service properties which are to be sold to other users, thereby enabling the Commission to repay the loans. The Commission is to provide in its future budgetary appropriations for the pay-back of loans which were used to purchase land which is not for sale.

In the course of our examination of financial transactions of the Commission we noted three cases of non-productive expenditure. These are dealt with in detail in paragraph 197, items 4, 5 and 6 of Volume I of this Report. Also noted were four

cases involving settlements for leasehold interests in properties expropriated by the Commission where, although the tenants remained in occupancy of the properties, significant qualifications to recommended settlements by appraisers were not taken into account in establishing the compensation to be paid (see paragraph 97 of Volume I of this Report).

**282. National Harbours Board.** This Board, which has its head office in Ottawa, was established in 1936 by the National Harbours Board Act, *R.S., c.187*, and has jurisdiction over the harbours of St. John's, Halifax, Saint John, Belledune, Chicoutimi, Quebec, Trois-Rivières, Montreal (including the Jacques Cartier and Champlain Bridges), Churchill and Vancouver, together with grain elevators at Prescott and Port Colborne.

The Crown's equity in the Board at December 31, 1968 was \$499,486,000 comprising: equity represented by the cost of assets transferred to the Board on its establishment and subsequently, \$73,024,000; loans and advances, \$380,744,000; interest in arrears on loans and advances, \$126,554,000; advances for the acquisition of debentures of Saint John Harbour Bridge Authority including accrued interest, \$14,437,000; and reserves, \$10,540,000; less accumulated deficit of \$105,813,000. The Crown also had an equity of \$11,194,000 in certain projects on Board property in the Montreal Harbour relating to the Canadian Universal and International Exhibition, Montreal, 1967.

During the year the land and waterlots at Belledune Harbour were identified and valued by the Board at \$30,510 and this amount has been added to the capital assets.

The Board's indebtedness to Canada for loans and advances increased by \$15,101,000 during the year while interest in arrears increased by \$11,993,000. The loans and advances and the arrears of interest thereon have increased steadily in recent years as shown in the following table:

	Loans and advances	Interest in arrears on loans and advances
December 31, 1961.....	\$ 290,937,000	\$ 64,786,000
December 31, 1962.....	308,882,000	71,290,000
December 31, 1963.....	316,787,000	78,559,000
December 31, 1964.....	320,094,000	86,204,000
December 31, 1965.....	323,212,000	93,285,000
December 31, 1966.....	343,788,000	103,203,000
December 31, 1967.....	365,643,000	114,561,000
December 31, 1968.....	380,744,000	126,554,000

In previous Reports we have observed that there was little prospect of the Board being able to meet its principal and interest obligations and recommended that the financial structure of the Board be reconstituted. In February 1967 the Public Accounts Com-



mittee, in its Twelfth Report 1966-67, commented as follows (see Appendix 1, item 35 of Volume I of this Report):

The Committee is concerned that there appears to be little prospect of the Board being in a position to meet its principal and interest obligations and recommends that the financial structure of the Board be reconstituted. In this connection it was pleased to receive assurances that this matter will be dealt with by the Department of Finance and the Board within the next twelve months.

The financial structure of the Board has not been reconstituted as the proposals made by the Department of Finance were not acceptable to the Board, and counter proposals are under discussion with the Department. We are advised that further action on this matter was temporarily suspended because of overall studies being made of government policy with respect to harbours administration in Canada.

Vote L106b, Appropriation Act No. 7, 1967, 1967-68, c.8, authorized advances to the Board for the acquisition of debentures of the Saint John Harbour Bridge Authority. The debentures bear interest at rates of  $6\frac{1}{8}\%$  and  $7\frac{1}{8}\%$  and will be redeemed between 1970 and 2020. The amount of \$14,437,000 includes accrued interest of \$657,000.

Montreal Harbour is adjacent to the site of the 1967 World Exhibition and some of the Board's properties were expanded to provide facilities to service the site. The larger projects involved the widening of MacKay Pier, the relocation of harbour railway tracks, the filling and grading of a parking lot, and the construction of a roadway which connects the University Street extension to the site and to the Champlain Bridge. The projects cost \$11,194,000 and have been financed by parliamentary appropriations. By Order in Council, three parcels of land comprising some 9.8 million square feet, situated at Montreal Harbour, and temporarily under the management and control of the Canadian Corporation for the 1967 World Exhibition, were transferred to the management, charge and direction of Central Mortgage and Housing Corporation for the three years ending December 31, 1970. At that date, the lands revert to the administration, management and control of the Board and the final allocation of the assets arising from the expenditure of \$11,194,000 will be made.

Until revocation of tolls on June 1, 1962 the Jacques Cartier Bridge was operated under a tripartite agreement which required both the City of Montreal and the Province of Quebec to pay to the Board one-third of any annual deficit arising from the operation of the Bridge to a maximum of \$150,000 each. Since 1944 the Province has refused to make the required contributions and at the end of 1949 its accumulated indebtedness amounted to \$744,425. From 1950 until revocation of tolls the bridge did not incur an operating deficit and the accounts of the Board continue to show this amount as due from the Province. Prior to September 1966 the Board was unable to institute legal proceedings against the Province without first obtaining a fiat from the Provincial Attorney General. In early 1967 the Board re-submitted its claim to the Province. A special committee of the Treasury Board Advisory Committee on Real Property, under the chairmanship of the Deputy Minister of the Department of Public Works, investigated this indebtedness in 1967 but the matter has not yet been resolved.

In previous Reports we stated that the dispute with the Canadian Pacific Railway, dating back to 1890, regarding the ownership of certain areas of Coal Harbour, Vancouver, was being resolved within the terms of a "Memorandum of Agreement" and that the final settlement was still pending. This matter was finally resolved in October 1968.

The following is a summary of the operations of the harbours and elevators and of the bridges for the past two years:

	Year ended December 31	
	1968	1967
<u>Harbours and Elevators</u>		
Operating income—		
Wharves and piers.....	\$ 18,369,000	\$ 18,476,000
Grain elevator systems.....	7,934,000	9,220,000
Cold storage systems.....	1,410,000	1,640,000
Permanent sheds.....	3,820,000	3,443,000
Railway systems.....	1,004,000	1,057,000
Miscellaneous.....	47,000	16,000
	<u>32,584,000</u>	<u>33,852,000</u>
Operation, maintenance and administration—		
Wharves and piers.....	11,918,000	11,213,000
Grain elevator systems.....	8,368,000	9,667,000
Cold storage systems.....	1,793,000	1,763,000
Permanent sheds.....	5,734,000	4,885,000
Railway systems.....	1,766,000	1,749,000
Administration.....	3,172,000	3,256,000
Miscellaneous.....	2,000	11,000
	<u>32,753,000</u>	<u>32,544,000</u>
Net operating loss (income).....	169,000	(1,308,000)
Provision for interest on loans and advances.....	11,334,000	10,108,000
	<u>11,503,000</u>	<u>8,800,000</u>
Income from investments.....	3,622,000	2,626,000
Net loss.....	<u>\$ 7,881,000</u>	<u>\$ 6,174,000</u>
<u>Bridges</u>		
Operating income—		
Jacques Cartier Bridge.....	\$ 130,000	\$ 129,000
Champlain Bridge.....	1,963,000	2,067,000
	<u>2,093,000</u>	<u>2,196,000</u>
Operating expense—		
Jacques Cartier Bridge.....	717,000	840,000
Champlain Bridge.....	1,336,000	1,213,000
	<u>2,053,000</u>	<u>2,053,000</u>
Net operating income.....	40,000	143,000
Interest expense (net).....	2,863,000	2,719,000
Net loss.....	<u>\$ 2,823,000</u>	<u>\$ 2,576,000</u>

The decrease in operating income for harbours and elevators, \$1,268,000, was due largely to: the cancellation in August 1967 of the cargo assessment on ships entering Vancouver Harbour, \$440,000; the discontinuation of handling operations effective September 1968 at Vancouver, resulting in a decrease of \$753,000; and a decline of \$1,260,000 in grain elevation income. These decreases were partially offset by an increase of \$1,262,000 in property rental income.

There was a slight decrease in revenue at the Champlain Bridge notwithstanding an increase of 267,000 vehicles, from 12,039,000 to 12,306,000, passing over the bridge. The revenue decrease is attributed to a reduction in cash tolls and to a greater use of bridge tokens since the close of the 1967 World Exhibition.

Operation, maintenance and administration expenses of harbours and elevators increased by \$209,000 over the previous year. The major items contributing to the increase were: increases in salary and wage rates; a general escalation in prices of supplies; an increase of \$603,000 in grants to municipalities; and an increase of \$930,000 in depreciation. Offsetting these increases were: a reduction of \$695,000 in the cost of operating the grain elevator in Montreal due to a lower level of activity; a reduction of \$622,000 in handling charges at Vancouver due to the discontinuation of handling operations in September 1968; and a reduction of \$533,000 in costs relating to the elevator at Quebec Harbour which was leased to private interests in April 1967.

Included in the "Comments on Expenditure and Revenue Transactions" section of Volume I of this Report are comments on several matters noted in the course of our examination of the financial transactions of the Board. These are to be found in the following paragraphs:

- 121. Inadequate accounting, Vancouver and Churchill Harbours
- 122. Documentation not completed
- 123. *Ex gratia* payment to a firm of management consultants
- 197 8. Water losses—Montreal Harbour
- 9. Additional cost due to delay in acceptance of tender, Vancouver, B.C.

**283. Northern Canada Power Commission.** This Commission, established in 1948 under the Northern Canada Power Commission Act, *R.S., c.196*, consists of three members appointed by the Governor in Council. The objects of the Commission are to construct and operate electric power plants and to supply power to mines and other users in the Northwest Territories and the Yukon Territory and, with the approval of the Governor in Council, in any other part of Canada. The Commission, with its head office in Ottawa, operates eighteen power plants including diesel generating plants at Baker Lake, Chesterfield Inlet and Norman Wells which became operative in the autumn of 1968.

During the year the Commission's subsidiary companies, The Dawson City Water and Power Company, Limited, The Dawson Electric Light and Power Company, Limited, and The Yukon Telephone Syndicate, Limited, were struck from the Register of Joint Stock Companies. These companies had ceased operations in 1966 when their assets were taken over and their liabilities assumed by the Commission.

The Crown's equity in the Commission at March 31, 1969, comprised:

Advances.....	\$ 42,297,000
Cost of:	
Central heating, water and sewerage and fire alarm systems at Inuvik, N.W.T., financed by parliamentary appropriations.....	8,301,000
Extension, expansion and improvements of capital assets financed from earnings....	809,000
Reserve for contingencies.....	2,336,000
Earned surplus.....	1,327,000
	<u>\$ 55,070,000</u>



The Commission also acts as agent for Canada in respect of loans of \$147,985,000 made to provincial power commissions under the Atlantic Provinces Power Development Act, 1957-58, c.25.

The following is a summary of the income and expense of the Commission for the past two years:

	Year ended March 31	
	1969	1968
Income—		
Sale of power.....	\$ 5,047,000	\$ 4,235,000
Income arising from construction, maintenance and operation of facilities for government departments and others.....	1,190,000	1,076,000
Sale of heat.....	1,044,000	1,005,000
Miscellaneous.....	260,000	239,000
	<u>7,541,000</u>	<u>6,555,000</u>
Expense—		
Operation and maintenance.....	4,341,000	3,956,000
Interest on advances from Canada.....	1,447,000	1,347,000
Depreciation.....	888,000	701,000
Administration.....	512,000	467,000
	<u>7,188,000</u>	<u>6,471,000</u>
Net income.....	<u>\$ 353,000</u>	<u>\$ 84,000</u>

The increase of \$812,000 in the sale of power is mainly attributed to increased demands for power required to service the Pine Point, Whitehorse and Yellowknife communities, the operation for a complete year of the Coppermine plant, and the commencement of operations of the Baker Lake, Chesterfield Inlet and Norman Wells plants in the autumn of 1968.

The overall increase of \$385,000 in operation and maintenance was due to increases of \$218,000 in salaries and wages and \$167,000 in fuel and lubricants. Activities at the new plants, salary increments and a general increase in price levels were the main contributing factors.

**284. Northern Transportation Company Limited and subsidiary companies.** Northern Transportation Company (1947) Limited, a wholly-owned subsidiary of Eldorado Nuclear Limited, was incorporated in 1947 under the provisions of the Canada Corporations Act, *R.S.*, c.53, to take over the business of a predecessor company whose shares had been acquired when the capital stock of a privately-owned company was expropriated by the Crown in 1944. The corporate name was changed to Northern Transportation Company Limited in 1952. In 1965 the Company acquired the capital stock of three companies, Yellowknife Transportation Company Limited, Arctic Shipping Limited and Decury Supply Limited. The operations of these companies are now fully integrated

with the parent company and consideration is being given to the surrender of their charters.

The Company is empowered to carry on a general transportation business by land and water throughout Canada and elsewhere. Although the head office of the Company is in Ottawa, administrative headquarters are in Edmonton, Alta., and activities have been almost wholly confined to the Mackenzie River water system and the Western Arctic.

The equity of Eldorado Nuclear Limited in the Company at December 31, 1968 was \$7,757,000 comprising capital stock of \$152,000, a reserve for insurance of \$500,000 and surplus of \$7,105,000.

Two cargo vessels, 14 tugs and 109 barges were operated in 1968, an increase of one tug and a reduction of four barges from the number operated in 1967. The consolidated result of operations of the Company and its subsidiaries for 1968 compared with 1967 follows:

	Year ended December 31	
	1968	1967
Income—		
Freight earnings.....	\$ 5,477,000	\$ 4,073,000
Expense—		
Operation and maintenance:		
Salaries and wages.....	1,894,000	1,495,000
Repairs and maintenance.....	890,000	584,000
Depreciation.....	889,000	872,000
Fuels and lubricants.....	307,000	245,000
Messing.....	135,000	113,000
Other.....	303,000	288,000
	4,418,000	3,597,000
Administration.....	521,000	405,000
	4,939,000	4,002,000
Net income from operations.....	538,000	71,000
Miscellaneous income.....	48,000	26,000
	586,000	97,000
Loss on disposal of capital assets.....	198,000	(2,000)
	388,000	99,000
Provision for income tax.....	194,000	40,000
Net income.....	\$ 194,000	\$ 59,000

Freight earnings increased by \$1,404,000 due to an additional 40,756 tons hauled during the year along the Mackenzie River system and to the north slope of Alaska. A significant factor pertaining to the increased tonnage was the massive oil discovery at Prudhoe Bay in Alaska which not only resulted in an increase in the freight hauled to Alaska but also contributed to an increase in the shipment of oil drilling and other

exploration equipment to various locations on the Mackenzie River, especially the delta, where the geological formations are considered to have similar potential.

The increase of \$399,000 in salaries and wages included a provision of \$15,000 to cover claims made by Company employees for salvage services in respect of the Company's motor vessel, Banksland, which was released from Arctic Ocean ice in 1967. Other factors contributing to the increase were an increase of approximately 10% in wage rates, an increase of approximately 20 in the number of employees required to handle the additional tonnage and a three-week-longer shipping season.

The increase of \$306,000 in repairs and maintenance included approximately \$60,000 to repair the damage to the Banksland. Major factors contributing to the increase were the greater utilization of equipment because of the increased tonnage hauled, damage to boats and barges caused by low water on the Mackenzie River and gravelling costs at the Hay River Agency.

Fuel and lubricant costs increased by \$62,000 because of the additional freight hauled.

Administration costs increased by \$116,000, due mainly to increases of \$50,000 in the cost of services provided by the parent company, of \$39,000 in the Company's pension plan contributions and of \$18,000 in salary costs.

During the year certain assets acquired from the wholly-owned subsidiary companies in 1965, having been declared unseaworthy and economically unrepairable, were scrapped. The net book value of these assets amounting to \$200,000 was written off. Proceeds from the sale of other fully depreciated assets amounted to \$2,000.

Miscellaneous income increased by \$22,000 as a result of interest earnings from the investment of a substantial amount of working capital until the latter part of the year.

**285. *Polymer Corporation Limited and subsidiary companies.*** Polymer Corporation Limited was incorporated in 1942 under the Canada Corporations Act, *R.S., c.53*, pursuant to the provisions of section 6 of the Department of Munitions and Supply Act, 1939, *c.3*, for the purpose of producing synthetic rubbers and chemicals. The head office of the Company is in Sarnia, Ont.

During the year the Company increased its holdings in Importadora Canada S.A. de C.V., Mexico, thereby acquiring full control of this company, and purchased a 95% interest in a distributing company in France, Société Française Polysar. Polysar (U.K.) Limited, incorporated in 1967, acquired the assets of a distributing company in Britain. The operations of Importadora Canada S.A. de C.V. were not included in the consolidated financial statements at December 31, 1968 because of their minor nature.

At December 31, 1968 the Company had eleven wholly-owned subsidiaries: three in Switzerland, two in Canada, and one each in Britain, Belgium, Italy, Mexico, the Netherlands and the United States. The Company also held a 95% equity in two subsidiaries in France and was a minority shareholder in companies in Mexico and South Africa in which it had invested \$6,441,000. Except to the extent of dividends received,



no provision has been made in the accounts for the profits or losses of companies in which the Company is a minority shareholder.

The equity of the Crown in Polymer Corporation Limited and its subsidiary companies at December 31, 1968 amounted to \$105,826,000, comprising capital stock of \$30,000,000 and retained earnings of \$75,826,000. Dividends of \$3,000,000 paid to the Receiver General in 1968 were the same as in 1967.

Net additions to fixed assets amounted to \$4,766,000. Major expenditures included the expansion of the butyl rubber facility at Sarnia and a new isobutylene plant at Antwerp, Belgium, as well as replacements and improvements to existing production facilities. During the year the Company recorded the retirement of the old and fully depreciated styrene plant and associated facilities at Sarnia. This facility, which has since been demolished, was originally built in 1942, its total cost, including subsequent modifications, being \$5,344,000.

Long-term liabilities totalled \$40,146,000 at the year-end. Of this amount \$18,014,000 is payable in Canadian currency and the balance in foreign currencies as follows: F. fr. 41,625,000 (\$9,164,000), B. fr. 400,000,000 (\$8,648,000), and US \$4,000,000 (\$4,320,000).

The following is a summary of the operations of the Company and its subsidiaries for the past two years:

	Year ended December 31	
	1968	1967
Income—		
Sales.....	\$ 142,101,000	\$ 127,381,000
Other.....	1,800,000	1,546,000
	<u>143,901,000</u>	<u>128,927,000</u>
Expense—		
Cost of sales.....	117,431,000	107,872,000
Selling, administration and research.....	15,692,000	13,872,000
	<u>133,123,000</u>	<u>121,744,000</u>
Net income before provision for income tax and extraordinary items..	10,778,000	7,183,000
Provision for income tax.....	2,621,000	1,497,000
Extraordinary items.....	1,199,000	—
	<u>3,820,000</u>	<u>1,497,000</u>
	6,958,000	5,686,000
Adjustment re minority shareholder.....	80,000	126,000
Net income.....	<u>\$ 7,038,000</u>	<u>\$ 5,812,000</u>

The increase of \$1,226,000 in net income resulted from record sales and improved cost performance. The extraordinary charge of \$1,199,000 resulted from inventories of the two overseas distributing companies, which at the date of acquisition had been

valued at laid-down cost, being revalued for consolidation purposes at the lower of plant cost or market.

**286. The St. Lawrence Seaway Authority.** Established by the St. Lawrence Seaway Authority Act, *R.S., c.242*, the Authority maintains and operates the Canadian section of the 27-foot deep waterway between the Port of Montreal and Lake Erie, comprising the Montreal—Lake Ontario Section and the Welland Canal. The section of the Seaway in the United States is operated by the Saint Lawrence Seaway Development Corporation. Toll revenues derived from the operation of the Montreal—Lake Ontario Section are divided between the two Seaway entities in accordance with an agreement approved by the Governments of Canada and the United States.

The Authority also operates non-toll canals at Lachine, Que., Cornwall, Ont., and Sault Ste. Marie, Ont., the net operating cost being provided for by annual parliamentary appropriations.

The Authority is a corporation consisting of a president and two other members appointed by the Governor in Council. Its head office is at Ottawa, with operating headquarters at Cornwall, Ont., and regional headquarters at St. Lambert, Que., and St. Catharines, Ont.

The Crown's equity in the Authority at December 31, 1968 was \$586,466,000 comprising capital assets transferred from the Department of Transport (Welland Canal), \$130,521,000, loans, \$450,600,000, deferred interest, \$60,610,000; less accumulated deficit, \$55,265,000.

The overall operating results of the Authority in respect of the Montreal—Lake Ontario and of the Welland Sections of the Seaway for the past two years are as follows:

	Year ended December 31	
	1968	1967
Income—		
Tolls.....	\$ 19,897,000	\$ 17,282,000
The Seaway International Bridge Corporation, Ltd.—net income.	162,000	158,000
Other.....	1,992,000	1,945,000
	<hr/> 22,051,000	<hr/> 19,385,000
Expense—		
Operation and maintenance.....	11,805,000	11,538,000
Engineering.....	2,582,000	2,341,000
Headquarters administration.....	2,403,000	2,117,000
Construction branch.....	2,224,000	2,009,000
Regional administration.....	1,645,000	1,565,000
	<hr/> 20,659,000	<hr/> 19,570,000

	Year ended December 31	
	1968	1967
Portion allocated to:		
Construction.....	\$ 3,424,000	\$ 3,853,000
Non-toll canals.....	492,000	475,000
	<u>3,916,000</u>	<u>4,328,000</u>
	<u>16,743,000</u>	<u>15,242,000</u>
Net operating income before providing for interest and for replacement of machinery and equipment.....	5,308,000	4,143,000
Interest on loans from Canada.....	17,919,000	16,579,000
Provision for replacement of machinery and equipment.....	926,000	876,000
Interest on contractor's claim.....	—	21,000
	<u>18,845,000</u>	<u>17,476,000</u>
Net loss.....	<u>\$ 13,537,000</u>	<u>\$ 13,333,000</u>

The following summary shows the operating results of the Montreal—Lake Ontario Section for the year compared with the preceding year together with the cumulative operating results from the opening of the Seaway in 1959:

	Year ended December 31		Cumulative to December 31, 1968
	1968	1967	
Income—			
Tolls.....	\$ 18,141,000	\$ 16,356,000	\$ 122,796,000
Other income.....	1,207,000	935,000	5,692,000
	<u>19,348,000</u>	<u>17,291,000</u>	<u>128,488,000</u>
Expenses of operation, maintenance and administration.....	5,771,000	4,967,000	33,622,000
Net operating income.....	<u>13,577,000</u>	<u>12,324,000</u>	<u>94,866,000</u>
Interest on loans.....	17,206,000	16,556,000	141,356,000
Provision for replacement of machinery and equipment.....	926,000	876,000	8,595,000
Assets written off.....	—	—	180,000
	<u>18,132,000</u>	<u>17,432,000</u>	<u>150,131,000</u>
Deficit.....	<u>\$ 4,555,000</u>	<u>\$ 5,108,000</u>	<u>\$ 55,265,000</u>

Section 16 of the St. Lawrence Seaway Authority Act requires that the tolls provide revenues sufficient to defray the cost of operations including provision for repayment of the capital indebtedness. The foregoing summary of operating results shows that since the opening of the Seaway in 1959 a deficit of \$55 million has accumulated without any provision for repayment of the capital indebtedness of \$332 million which the Act



requires be met from earnings by December 31, 2009. If this obligation is to be met, toll revenues over the 41 years from 1969 to 2009 must average over \$25 million annually on the basis of 1968 costs. The toll revenues for 1968 were \$7 million short of meeting this requirement.

The operating results of the Welland Section of the Seaway for the past two years are as follows:

	Year ended December 31	
	1968	1967
Expenses of operation, maintenance and administration.....	\$ 10,972,000	\$ 10,276,000
Income—		
Lockage fees.....	1,756,000	926,000
Rentals, wharfage, etc.....	947,000	1,168,000
	<u>2,703,000</u>	<u>2,094,000</u>
Net operating loss.....	8,269,000	8,182,000
Interest on loans.....	713,000	43,000
Deficit.....	<u>\$ 8,982,000</u>	<u>\$ 8,225,000</u>
Deficit provided for by—		
Transport Vote 90.....	\$ 8,982,000	\$
Transport Vote 85 of 1967-68.....		8,225,000
	<u>\$ 8,982,000</u>	<u>\$ 8,225,000</u>

With the opening of the Seaway in 1959 the operation and management of the Welland Canal became a responsibility of The St. Lawrence Seaway Authority. Tolls were suspended in 1962 and the annual operating deficits since 1959, totalling \$62,513,000 to December 31, 1968, have been recovered from parliamentary appropriations. In 1967 a lockage fee of \$20 a lock was introduced increasing by \$20 a year to reach \$100 a lock in 1971.

An agreement made in 1959 between the Authority and the Saint Lawrence Seaway Development Corporation established a joint tariff of tolls for the Seaway. The agreement provided that the division of tolls from the operation of the Montreal—Lake Ontario Section would be initially 71% to the Authority and 29% to the Corporation, and that these percentages would be adjusted from time to time so that the Authority and the Corporation would receive a portion of the tolls in the ratio of their respective annual charges for operation, maintenance, interest and retirement of debt to their combined annual charges in respect of that portion of the Seaway.

In March 1967 the Governments of Canada and the United States agreed to continue the existing schedule of tolls for the Montreal—Lake Ontario Section, to divide tolls on the basis of 73% to the Authority and 27% to the Corporation, and that the sufficiency and division of tolls might, at the request of either entity, be reviewed at the end of the 1970 navigation season, with a view to any necessary adjustment in accordance with the provisions of the 1959 agreement.

The original conditions under which loans were made to the Authority for the Montreal—Lake Ontario Section of the Seaway under section 25 of the Act required the payment of interest only, in the first three full years of operation (through the year ended December 31, 1962), and thereafter payment of annual amounts sufficient to amortize all loans and interest thereon over a period of forty-seven years (or by December 31, 2009). The terms of the Authority's financing arrangements were amended in 1961, 1963, 1964, 1967 and again in 1968, and now provide that loans in respect of the Montreal—Lake Ontario Section of the Seaway, together with interest, are to be repaid in such amounts each year as the cumulative net profit of the Montreal—Lake Ontario Section, before amortization of the loan principal, will permit. Unpaid interest bears interest until paid and the principal and interest are to be fully paid on or before December 31, 2009. At December 31, 1968, loans in respect of the Montreal—Lake Ontario Section amounted to \$331,800,000 and unpaid interest to \$58,180,000.

For the Welland Section, loans to finance improvements totalled \$118,800,000 of which \$72,500,000 is interest-free and the balance of \$46,300,000, provided since September 22, 1966, bears interest which amounted to \$2,431,000 at December 31, 1968. Interest on all loans subsequent to September 22, 1966 is to be accrued in the accounts but is not to be paid until December 31 of the year in which the Minister of Transport determines that the Welland Canal twinning project is completed, at which time the terms of principal repayment for the loans are to be determined by the Governor in Council.

The costs of operating and maintaining the canals and works under the administration of the Authority are defined in section 16 of the St. Lawrence Seaway Authority Act as including all operating costs of the Authority and such reserves as may be approved by the Minister. The Authority is of the opinion that it is not necessary to include depreciation as an element of operating and maintenance cost and that the amortization over the fifty-year period of the principal of the amounts borrowed together with the interest meets the requirements of this section. Accordingly, no provision for depreciation has been included in the costs of the year. It is important to note, however, that no amortization of principal has been made up to December 31, 1968, and while interest has been accrued annually, payment of a substantial portion thereof has been deferred.

As in previous years, provision was made for replacement of lock, bridge and building machinery and equipment of the Montreal—Lake Ontario Section. The provision for 1968 amounted to \$926,000 and the accumulated provision to December 31, 1968 amounted to \$8,272,000. As in prior years, no provision was made in 1968 for replacement of machinery and equipment for the Welland Section.

The following items have been outstanding for several years:

- (a) In 1956 an arrangement was made between the Authority and three municipalities whereby the municipalities would contribute \$250,000 towards the cost of extending the collector sewer which was then being constructed as the main part of the Authority's South Shore remedial works. In 1961 two of the three municipalities passed official resolutions to accept the 1956 proposal and to share in the \$250,000 contribution. The sewer

extension was completed in 1963 at a cost of \$480,000 and the municipalities were billed in February 1964 for their contribution. No payment has been received by the Authority from the municipalities, two of which are said to be under trusteeship of the Province of Quebec because of financial difficulties. During 1966 the Department of Justice, on behalf of the Authority, appointed an agent to take legal proceedings which are still pending.

- (b) The Beauharnois Canal, constructed by the Beauharnois Light, Heat and Power Company, was conveyed to the Crown in 1932 with the Company, which has since been taken over by the Quebec Hydro-Electric Commission, retaining the responsibility for certain operating and maintenance expenses of the Canal. The Canal became part of the St. Lawrence Seaway in 1959. The Authority has not been reimbursed its maintenance expenses on the Canal since 1962 as the Commission takes the stand that it is not responsible for these costs because of provincial legislation passed in 1962 which dissolved the Beauharnois Light, Heat and Power Company. Settlement of the issue continues to rest with the federal and provincial governments.

The following table summarizes for the past two years the expense, income and capital expenditure relating to the non-toll canals operated or administered by the Authority:

Expense—	Year ended December 31	
	1968	1967
Operation and maintenance.....	\$ 1,777,000	\$ 2,058,000
Grants in lieu of municipal taxes.....	505,000	469,000
Portion of Authority's administration and engineering expenses applicable to non-toll canals.....	492,000	475,000
Interest.....	31,000	—
	<hr/> 2,805,000	<hr/> 3,002,000
Income from rentals, wharfage, etc.....	656,000	707,000
	<hr/> 2,149,000	<hr/> 2,295,000
Capital expenditure.....	97,000	34,000
	<hr/> 2,246,000	<hr/> 2,329,000
Operating deficit and capital expenditure.....	<hr/> <hr/> \$ 2,246,000	<hr/> <hr/> \$ 2,329,000
Operating deficit and capital expenditure provided for by—		
Transport Vote 85.....	\$ 1,777,000	\$
Transport Vote 80 of 1967-68.....	469,000	1,718,000
Transport Vote 105 of 1966-67.....		611,000
	<hr/> \$ 2,246,000	<hr/> \$ 2,329,000

The smaller deficit in 1968 was due mainly to a decrease of \$190,000 in expenditure on major maintenance materials and services and \$89,000 in salaries, wages and employee benefits. The decreases were partially offset by increases of \$36,000 in grants in lieu of taxes, \$31,000 in interest expense and a drop of \$51,000 in income.

**287. The Seaway International Bridge Corporation, Ltd.** This Corporation was incorporated in 1962 under the Canada Corporations Act, *R.S., c.53*, pursuant to section 24A of the St. Lawrence Seaway Authority Act, *R.S., c.242*, as a subsidiary of The St. Lawrence Seaway Authority to operate and manage the international toll bridge between Cornwall, Ont., and Rooseveltown, N.Y. The bridge is jointly owned by The St.



Lawrence Seaway Authority and the Saint Lawrence Seaway Development Corporation (a United States Government corporation). The Authority's interest is represented by capital stock of \$8,000 and promissory notes for \$17,000 and the Corporation's interest by debentures of \$8,000 and promissory notes for \$17,000. Each entity has four representatives on the Board of Directors.

Under the terms of the bridge operating agreement between the Authority and the Corporation, the annual net income from operation of the bridge system is to be first applied towards the amortization of the cost, including interest, of the North Channel Bridge and the remainder, if any, divided equally between the Seaway entities.

The following is a summary of the operations of The Seaway International Bridge Corporation, Ltd. for the past two years:

	Year ended December 31	
	1968	1967
Income—		
Bridge tolls.....	\$ 448,000	\$ 471,000
Other.....	18,000	16,000
	<u>466,000</u>	<u>487,000</u>
Expense—		
Salaries, wages and employee benefits.....	169,000	185,000
Resurfacing on North Channel span.....	63,000	70,000
Grant in lieu of municipal taxes.....	15,000	13,000
Rental of toll collection machines.....	13,000	13,000
Maintenance materials and services.....	12,000	15,000
Advertising.....	11,000	11,000
Other.....	21,000	22,000
	<u>304,000</u>	<u>329,000</u>
Net income—transferred to The St. Lawrence Seaway Authority.....	<u>\$ 162,000</u>	<u>\$ 158,000</u>

The amount of \$162,000 was transferred to The St. Lawrence Seaway Authority to be applied towards the amortization of the cost, including interest, of the North Channel Bridge. As this amount was insufficient to cover even the interest charges of \$504,000 for the year, the unamortized balance increased by \$342,000 from \$10,053,000 at December 31, 1967 to \$10,395,000 at December 31, 1968.

## Departmental Operating Activities

**288.** Our Reports over the past several years have pointed out that although the Financial Administration Act requires that Crown corporations prepare specified financial statements annually, there is no general statutory direction to departments and non-corporate agencies for the preparation of financial statements in respect of trading and servicing operations. A number of departments and agencies, however, prepare such statements and some of these are examined and reported on by the Audit Office.

We have expressed the view that Parliament should in all cases be provided with comprehensive financial statements showing the results of these activities. Such statements should be on an accrual basis and include charges for depreciation of buildings and equipment, interest on funds employed and the value of services provided without charge by other government departments. The operating results shown by the statements should be reconciled with those recorded on a cash basis. Each balance sheet, which the Audit Office would be prepared to examine and report upon, should show clearly the year-end position of the activity.

This view is supported by the Public Accounts Committee which in its Fourth Report 1963 reiterated its belief that "it would be desirable, in order that Members may have a clear understanding of the true financial results of departmental trading and servicing activities, were overall financial statements reflecting these activities to be included in the Public Accounts provided this can be done without undue cost or staff increases". It requested the Auditor General "to continue to keep the development of this objective under close surveillance and to report thereon to the Committee in due course".

The Royal Commission on Government Organization in its report on Financial Management recommended that accounts of departments and agencies conducting trading and servicing operations be maintained on an accrual basis to show clearly the costs of operations. The Commission also advocated greater use of revolving funds and accountable advances to encourage the use of business-type budgeting and production of meaningful operating statements to assist Parliament and aid management in the control of its costs.

In 1966 the Treasury Board issued a policy statement on the establishment and use of revolving funds and working capital advances and recommended that they be used to finance specific activities and programs. This has been superseded by circular letter No. 1970-7 dated January 8, 1970 which sets out the regulations, effective April 1, 1970, which will govern the establishment and operation of revolving funds and working capital advances, subject to any Act of Parliament.

The circular letter points out that the operations of revolving funds should be planned in such a manner that they will be self-sustaining with total costs to be provided for and recovered in the charges made for services rendered. These costs are to include not only direct outlays for salaries, materials and supplies but a provision for replacement of capital facilities, interest on outstanding capital advances and costs of common services provided by other agencies.

The circular letter further stipulates that the accounting systems should be on an accrual basis whenever necessary. In addition to recording operating expenses and receipts they must provide for cost accounting and other records which will permit the ready and regular production of manufacturing and trading statements and balance sheets equivalent to those which would normally be expected for similar operations in the private sector. At the end of each fiscal year a balance sheet, an operating statement and a statement of the disposition of the surplus or deficit are to be prepared for each revolving fund and working capital advance and submitted to the Auditor General for certification. This new directive is a further step towards the objectives which we have been advocating with the support of the Public Accounts Committee.

Some progress had been made towards these ends under the previous regulations as is indicated by the statements of trading and servicing activities of a number of departments and agencies presented in the paragraphs which follow.

**289. Agricultural Products Board.** This Board operates under the authority of the Agricultural Products Board Act, *R.S., c.4*, and consists of a chairman and two members appointed by the Governor in Council. The Act empowers the Board, under the direction of the Minister of Agriculture and subject to approval of the Governor in Council, to buy, sell, or import, and to store, transport or process agricultural products. The Agricultural Products Board Account was established in the Consolidated Revenue Fund in accordance with section 5 of the Act and all financial transactions of the Board are recorded in this Account. The Board's activities are administered by personnel of the Department of Agriculture and the members of the Board also serve on the Agricultural Stabilization Board.

The Crown's equity in the Account at March 31, 1969 was \$532,000, represented by an inventory of 398,000 pounds of whole egg powder, at cost.

A summary of the results of operations for the past two years follows:

	Year ended March 31	
	1969	1968
Trading operations—		
Sales		
Eggs and egg mélange.....	\$ 14,000	\$ 7,000
Other (mainly dry skim milk).....	—	1,303,000
	14,000	1,310,000
Cost of sales.....	15,000	1,577,000
Loss on trading operations.....	1,000	267,000



	Year ended March 31	
	1969	1968
Estimated value of major services provided without charge by government departments—		
Interest on working capital.....	\$ 36,000	\$ 106,000
Accounting.....	3,000	6,000
Administration.....	2,000	2,000
	<u>41,000</u>	<u>114,000</u>
Loss for the year.....	\$ 42,000	\$ 381,000
Loss for the year provided for by—		
Agriculture Vote 17.....	\$ 1,000	\$ 267,000
Government departments which provided major services without charge	<u>41,000</u>	<u>114,000</u>
	<u>\$ 42,000</u>	<u>\$ 381,000</u>

**290. Agricultural Stabilization Board.** This Board, consisting of three members appointed by the Governor in Council, was established by the Agricultural Stabilization Act, 1957-58, c.22, and has the responsibility for stabilizing prices of agricultural commodities at levels bearing a fair relationship to their cost of production. Stabilization measures take the form of the purchase of commodities at prescribed prices, payment to producers of amounts by which prescribed prices exceed those determined by the Board to be the average prices at which commodities are currently being sold, or payments to processors for the benefit of producers. The Agricultural Commodities Stabilization Account established in the Consolidated Revenue Fund finances the activities of the Board. The net operating losses on the operations of the Account and the administration expenses of the Board are met from moneys appropriated by Parliament for the purpose.

There were no inventories at March 31, 1969 and the Crown had no equity in the Account at that date.

The results of the Board's activities for the past two years are summarized as follows:

	Year ended March 31	
	1969	1968
Payments for stabilization of the price of milk for the benefit of producers (including \$134,845,000 to the Canadian Dairy Commission in 1968-69).....	\$ 134,847,000	\$ 131,808,000
Deficiency payments—		
Sugar beets.....	5,668,000	5,438,000
Potatoes.....	2,493,000	2,466,000
Wool.....	763,000	944,000
Eggs.....	141,000	14,000
	<u>9,065,000</u>	<u>8,862,000</u>
Loss on commodity sales (\$36,000 of cheese in 1968-69).....	6,000	549,000
Administration—		
Staff salaries.....	299,000	404,000
Other expenses.....	24,000	22,000
	<u>323,000</u>	<u>426,000</u>

	Year ended March 31	
	1969	1968
Estimated value of major services provided without charge by government departments—		
Interest on working capital.....	\$ 3,748,000	\$ 3,419,000
Part-time management and support services (Department of Agriculture).....	48,000	48,000
Employee benefits.....	47,000	25,000
Accommodation.....	19,000	19,000
Accounting and postal services.....	16,000	22,000
	<u>3,878,000</u>	<u>3,533,000</u>
Loss for the year.....	<u>\$ 148,119,000</u>	<u>\$ 145,178,000</u>
Loss for the year provided for by—		
Agriculture Vote 17.....	\$ 143,918,000	\$ 139,743,000
Agriculture Vote 15.....	323,000	426,000
Government departments which provided major services without charge.....	<u>3,878,000</u>	<u>3,533,000</u>
	148,119,000	143,702,000
Portion of loss not provided for in 1967-68, subsequently charged to Agriculture Vote 17 of 1968-69.....		1,476,000
	<u>\$ 148,119,000</u>	<u>\$ 145,178,000</u>

**291. Agriculture Revolving Fund.** Vote 783 of Appropriation Act No. 5, 1955, 1955, c. 60, authorized the operation of a revolving fund for the purposes of financing the production of new and improved varieties of seeds, and the acquisition, maintenance and development for experimental purposes of livestock, poultry and eggs, including administrative expenses of all authorized projects. The balance of the Fund may not exceed \$620,000.

The Crown's equity in the Fund at March 31, 1969 was \$303,000, represented by inventories of livestock, poultry, seeds and supplies, \$283,000, and accounts receivable, \$24,000, less accounts payable, \$4,000.

A summary of the results of operations for the past two years follows:

	Year ended March 31	
	1969	1968
Cost of experimental and development projects—		
Salaries and wages.....	\$ 399,000	\$ 377,000
Livestock and seed.....	323,000	304,000
Feed and other supplies.....	130,000	151,000
Accommodation.....	124,000	86,000
Administration.....	50,000	53,000
Interest on working capital.....	16,000	12,000
Miscellaneous.....	25,000	26,000
	<u>1,067,000</u>	<u>1,009,000</u>
Proceeds from sales of livestock, poultry and seed crops.....	573,000	564,000
Net cost of projects for the year.....	<u>\$ 494,000</u>	<u>\$ 445,000</u>

	Year ended March 31	
	1969	1968
Net cost of projects provided for by—		
Department of Agriculture appropriations.....\$	421,000	\$ 408,000
Government departments which provided major services without charge.....	143,000	101,000
	564,000	509,000
Less: Amount transferred from the Revolving Fund as revenue....	70,000	64,000
	\$ 494,000	\$ 445,000

**292. Airport operations.** The recorded capital investment of the Department of Transport in airports and associated facilities, including aircraft, aircraft spares and special equipment, as at March 31, 1969 was \$745,185,000 compared with \$711,555,000 at the end of the preceding year, an increase of \$33,630,000.

The following is a summary of the revenue from civil aviation airport operations for the year, together with comparable figures for the preceding year:

	Year ended March 31	
	1969	1968
Aircraft landing fees—		
Trans-oceanic.....\$	8,220,000	\$ 7,171,000
Domestic.....	6,524,000	5,767,000
Trans-border.....	2,594,000	2,267,000
Other.....	27,000	16,000
	17,365,000	15,221,000
Rentals—		
Office and shop space.....	2,880,000	2,539,000
Land.....	1,000,000	823,000
Living quarters.....	635,000	477,000
Hangar.....	164,000	127,000
Other.....	1,155,000	622,000
	5,834,000	4,588,000
Concessions—		
Gasoline and oil.....	5,474,000	3,662,000
Car parking.....	2,529,000	2,132,000
Other.....	3,829,000	3,406,000
	11,832,000	9,200,000
Miscellaneous—		
Joint user terminal facilities charge—		
International.....	1,636,000	228,000
Domestic.....	1,284,000	790,000
Other.....	2,769,000	2,412,000
	5,689,000	3,430,000
Total revenue.....\$	40,720,000	\$ 32,439,000

The provision for "Airports and Other Ground Services—Operation and Maintenance" (included in Transport Vote 30) was charged with expenditure totalling



\$39,964,000 for the year 1968-69, an increase of \$6,474,000 over the corresponding figure of \$33,490,000 for the preceding year, and credited, for the first time, with revenue arising from airport operations amounting to \$40,720,000. Revenue arising from airport operations exceeded expenditure (excluding new construction) by \$756,000 as compared with the excess expenditure over revenue of \$1,051,000 in the preceding year. Both the revenue and expenditure figures shown for the year 1968-69 are understated by \$599,000 as a result of recording the net revenue only from car parking lot operations at nine airports and from roomette and conference room facilities at one airport (see paragraph 181 of Volume I of this Report).

The operating results are recorded on a cash basis and do not include any provision for amortization of airport construction costs, interest on funds employed, or other costs such as a portion of the expenditure charged as air services administration, which must be taken into consideration in order to determine the full cost of civil aviation airport operations. The Department does, however, maintain accounts on an accrual basis for its operations at 17 of the major airports, which together account for approximately 89% of the revenue from civil aviation airport operations, and prepares therefrom periodic financial statements for management purposes.

In addition, there appear on pages 24.67 and 24.68 of Volume II of the Public Accounts "Consolidated statements of operating results and investment position for 195 airports covering the fiscal years ended March 31, 1969 and March 31, 1968". These comparative statements, which include provision for depreciation, interest on investment, administrative overhead, and employee benefits, show that the Department incurred a loss of \$57,876,000 on operations for the year, an increase of \$1,134,000 over the loss of \$56,742,000 for the preceding year. However, the figures given in these statements for the year ended March 31, 1968 related to only 190 airports.

**293. The Board of Grain Commissioners for Canada.** This Board, consisting of a chief commissioner and two other commissioners appointed by the Governor in Council, is responsible for the administration of the Canada Grain Act, *R.S., c.25*, including the inspection, weighing, storage and transportation of grain, the fixing of tariffs, the establishment of standards and any other matter relating to the handling of grain.

The following is a comparative summary of the results of operations for the past two years:

	Year ended March 31	
	1969	1968
Expenditure—		
Salaries, allowances, etc.....	\$ 6,536,000	\$ 5,196,000
Employee benefits.....	617,000	447,000
Travel.....	224,000	182,000
Rent.....	220,000	216,000
Equipment.....	120,000	165,000
Transportation and communications.....	105,000	78,000
Materials, supplies and office equipment.....	104,000	107,000
Other.....	115,000	150,000
	<u>8,041,000</u>	<u>6,541,000</u>

	Year ended March 31	
	1969	1968
Revenue—		
Inspection.....	\$ 2,626,000	\$ 3,006,000
Weighing.....	1,293,000	1,491,000
Registrations and cancellations.....	130,000	88,000
Licences.....	27,000	28,000
Other.....	27,000	12,000
	<u>4,103,000</u>	<u>4,625,000</u>
Excess of expenditure over revenue.....	\$ 3,938,000	\$ 1,916,000
Excess of expenditure over revenue provided for by—		
Agriculture Votes 50 and 51.....	\$ 7,347,000	\$ 6,004,000
Canada Grain Act, section 4.....	61,000	68,000
Government departments which provided certain major services with- out charge.....	633,000	469,000
	<u>8,041,000</u>	<u>6,541,000</u>
Less: Revenue.....	4,103,000	4,625,000
	<u>\$ 3,938,000</u>	<u>\$ 1,916,000</u>

The increase of \$1,500,000 in expenditure was mainly due to retroactive salary and wage increases while the decrease of \$522,000 in revenue was the direct result of the movement of smaller quantities of grain.

**294. Canada Pension Plan Account.** The Canada Pension Plan, 1964-65, c.51, provides for a comprehensive program of contributory old age pensions and supplementary benefits for most persons in the work force in Canada, whether employees or self-employed, with the exception of those in the Province of Quebec who are covered by a parallel provincial plan.

Section 110 of the Act established the Canada Pension Plan Account within the accounts of Canada to which all contributions, interest and other amounts received under the Plan are credited and to which benefits and other payments under the Plan, including administration costs, are charged. Section 111 of the Act established the Canada Pension Plan Investment Fund, also within the accounts of Canada, in which investments in provincial and federal securities are recorded.

The Act requires the Minister of National Health and Welfare to make an annual report to Parliament on the administration of the Act, including a statement showing amounts credited to or charged to the Canada Pension Plan Account and the Canada Pension Plan Investment Fund during the year. There is no requirement in the Act for the Auditor General to report upon this statement although such a provision would appear desirable. However, as both the Canada Pension Plan Account and the Canada Pension Plan Investment Fund form part of the accounts of Canada, they are examined by the Auditor General under the provisions of sections 67 and 69 of the Financial

Administration Act. This examination includes a verification, by test, of transactions in the two accounts, a review of accounting and internal control procedures and confirmation of the investments of the Fund at the year-end.

The following is a summary of the transactions in the Canada Pension Plan Account for the past two years:

	Year ended March 31	
	1969	1968
Balance at beginning of year.....	\$ 1,352,754,000	\$ 680,881,000
Receipts—		
Contributions from employers and employees.....	697,626,000	640,244,000
Interest on investments.....	84,372,000	42,193,000
Interest on the operating balance.....	2,438,000	1,385,000
Other income.....	590,000	835,000
	<u>785,026,000</u>	<u>684,657,000</u>
Disbursements—		
Benefit payments:		
Retirement pensions.....	5,309,000	1,070,000
Death benefits.....	4,227,000	185,000
Widows pensions.....	3,992,000	9,000
Orphans benefits.....	2,037,000	4,000
Disabled widowers pensions.....	2,000	—
	<u>15,567,000</u>	<u>1,268,000</u>
Administration expenses.....	14,455,000	11,516,000
	<u>30,022,000</u>	<u>12,784,000</u>
Excess of receipts over disbursements.....	755,004,000	671,873,000
Balance at end of year.....	<u>\$ 2,107,758,000</u>	<u>\$ 1,352,754,000</u>
This balance comprised—		
Investment Fund.....	\$ 2,022,947,000	\$ 1,280,788,000
Operating balance.....	84,811,000	71,966,000
	<u>\$ 2,107,758,000</u>	<u>\$ 1,352,754,000</u>

Transactions are recorded in the Account on a cash basis and hence no amount has been included for contributions relating to periods prior to March 31, 1969 but received after the year-end or for accrued interest of \$35,432,000 on investments.

The item "Other income" comprises \$397,000 in penalties and interest on late payment of contributions, \$105,000 received from the Quebec Pension Plan in respect of its share of charges relating to the registration of employees, \$74,000 derived from electronic data processing services performed for others, and \$14,000 received from the Quebec Pension Plan in respect of its share of benefits paid to dual contributors.

Retirement pension payments commenced in January 1967 and at March 31, 1969 there were 58,286 recipients, an increase of 38,611 since the previous year-end. Survivor



benefits became payable in February 1968. During the year 9,051 lump-sum payments of death benefits were made, compared with 316 in the previous year. At March 31, 1969, 7,073 widows pensions, 8,495 orphans benefits, compared with 75 and 92 respectively at March 31, 1968, and 5 disabled widowers pensions were in payment.

The following schedule shows the administration expenses charged to the Account during the year with respect to services provided to the Plan by various government agencies:

	Department of National Revenue (Taxation)	Department of National Health and Welfare	Department of Finance	Unemploy- ment Insurance Com- mission	Total
Salaries.....	\$ 5,465,000	\$ 2,908,000	\$ 678,000	\$ 250,000	\$ 9,301,000
Office expense, stationery and equipment.....	582,000	158,000	512,000	37,000	1,289,000
Employee benefits.....	364,000	571,000	84,000	31,000	1,050,000
Travel.....	617,000	313,000	1,000	—	931,000
Accommodation.....	384,000	352,000	79,000	46,000	861,000
Advertising.....	197,000	172,000	—	—	369,000
Other.....	218,000	270,000	68,000	98,000	654,000
	<u>\$ 7,827,000</u>	<u>\$ 4,744,000</u>	<u>\$ 1,422,000</u>	<u>\$ 462,000</u>	<u>\$ 14,455,000</u>

Administration expenses increased by \$2,939,000, from \$11,516,000 in 1967-68 to \$14,455,000 in 1968-69, comprising increases of \$2,697,000 for salaries and employee benefits, \$215,000 for accommodation, \$175,000 for travel and \$123,000 for other expenses, offset by decreases of \$163,000 for advertising and \$108,000 for office expense, stationery and equipment.

We have noted in previous Reports (paragraph 300 in 1968) that the Treasury Board has given to the Department of National Health and Welfare, as the Department administering the Plan, the right to review and audit all charges made to the Canada Pension Plan Account by other departments and agencies. An interdepartmental committee, which was assigned the task of reviewing the manner in which costs were being allocated to the Plan by departments and agencies and of recommending the manner in which the audit of charges should be made, completed its study in May 1968. It recommended that the audit be made by internal audit groups of the servicing departments and agencies. However, pending the establishment of the departmental internal audit groups, no internal audit of charges against the Plan has been made.

The Act restricts the investments of the Plan to securities of Canada or the provinces, or securities guaranteed by the provinces, which are not negotiable, transferable or assignable. The amount available for investment at each month-end is determined by deducting from the uninvested balance in the Account the estimated amount required to meet all payments during the following three months. This amount is allocated monthly to the various provinces in the ratio that contributions originating in

each province bear to the total of all contributions. Any balance not required for the purchase of securities offered by a province is to be invested in securities of Canada. The rate of interest on securities purchased for the Investment Fund is determined by the average rate of interest on outstanding obligations of Canada at the time of purchase.

At March 31, 1969 securities of Canada and the provinces bearing interest at rates varying from 5.29% to 7.17% were held as follows:

Ontario.....	\$ 1,140,592,000
British Columbia.....	293,593,000
Alberta.....	181,758,000
Manitoba.....	118,662,000
Saskatchewan.....	91,465,000
Nova Scotia.....	77,091,000
New Brunswick.....	58,774,000
Newfoundland.....	37,930,000
Prince Edward Island.....	7,145,000
Quebec.....	4,622,000
Canada.....	11,315,000
	<hr/>
	\$ 2,022,947,000
	<hr/>

Judges, and members of the Canadian Forces and the Royal Canadian Mounted Police, employed in the Province of Quebec are excluded from participation in the Quebec Pension Plan and have been brought under the Canada Pension Plan. As their employment is in the Province of Quebec, their contributions to the Canada Pension Plan, and those of their employer, have been allocated to that Province, which accounts for the investment in securities of the Province of Quebec.

**295. Canadian Government Elevators.** The Canadian Government Elevators comprise six elevators located at Moose Jaw, Saskatoon, Calgary, Edmonton, Lethbridge and Prince Rupert, which are operated by the Board of Grain Commissioners for Canada under authority of section 166 of the Canada Grain Act, *R.S., c.25*, and Order in Council P.C. 1372 of August 19, 1925.

The Crown's equity in the Elevators at March 31, 1969 was \$14,767,000 represented by fixed assets, \$13,761,000, and working capital, \$1,006,000.

The following is a summary of the results of operations for the past two years:

	Year ended March 31	
	1969	1968
Income—		
Storage.....	\$ 1,138,000	\$ 1,190,000
Elevation.....	650,000	465,000
Drying.....	379,000	25,000
Screenings.....	110,000	263,000
Cleaning.....	84,000	53,000
Other.....	48,000	80,000
	<hr/>	<hr/>
	2,409,000	2,076,000
	<hr/>	<hr/>

	Year ended March 31	
	1969	1968
Expense—		
Salaries and wages.....	\$ 1,430,000	\$ 1,098,000
Employee benefits.....	133,000	88,000
Grants in lieu of taxes.....	377,000	173,000
Maintenance—buildings, plant and equipment.....	210,000	198,000
Power.....	143,000	114,000
Head office.....	93,000	90,000
Transportation and communications.....	28,000	16,000
Accounting and cheque issue.....	3,000	10,000
Other.....	17,000	15,000
	<u>2,434,000</u>	<u>1,802,000</u>
Operating loss (profit) without provision for depreciation.....	\$ 25,000	\$ (274,000)
Operating loss (profit) provided for by—		
Agriculture Vote 50.....	\$ 2,298,000	\$ 1,704,000
Government departments which provided certain major services without charge.....	136,000	98,000
	<u>2,434,000</u>	<u>1,802,000</u>
Less: Income transferred or to be transferred to the Receiver General	2,409,000	2,076,000
	<u>\$ 25,000</u>	<u>\$ (274,000)</u>

The increase in income of \$333,000 was mainly due to the wet harvesting conditions which required the extended use of grain dryers to condition the damp grain directed to the elevators. Receipts of grain increased from 12.9 million bushels in 1967-68 to 17.7 million bushels in 1968-69.

The increase of \$632,000 in expense resulted mainly from retroactive salary and wage increases and from the decision to pay grants in lieu of municipal taxes at 100%, compared with 50% for the previous year, of the amounts that could be paid under the Municipal Grants Act, *R.S., c.182*.

A loss of \$139,000 during the year by the Lethbridge elevator was the twenty-fourth consecutive annual loss, the accumulated deficits totalling \$1,236,000. We have been informed that the Board is giving consideration to the licensing of this elevator as a country elevator to service the area.

**296. Canadian Government Printing Bureau.** The Printing Bureau, a branch of the Department of Supply and Services, operates the printing plant in Hull, Que., and small printing units across Canada. Its operations are financed by means of a working capital advance (the Queen's Printer's Advance provided for by section 37 of the Public Printing and Stationery Act, *R.S., c.226*, and since the repeal of this Act on April 1, 1969, a revolving fund authorized by Vote L104b, Appropriation Act No. 1, 1969, *1968-69, c.23*).



Although the balance of the Advance was \$1,578,000 at March 31, 1969 the Crown had no equity in this balance which was tied up in accounts receivable of \$748,000 due from government departments and agencies and a loss of \$936,000 on operations for the year which was not provided for by parliamentary appropriations (see also paragraph 237 of this Volume). Inventories of work in process, materials and supplies, and prepaid expenses amounted to \$1,332,000 and were offset by accounts payable of \$1,455,000. Assets of the Bureau which are not included on the balance sheet as at March 31, 1969 are equipment with a cost value of \$7,153,000 and monotype and linotype metal and matrices valued at \$484,000. Equipment purchases are now charged to cost of sales in the year of acquisition and the cost of linotype and monotype metals and matrices is amortized over periods of one to three years regardless of the extent to which the metal is used in any year.

The following is a summary of the results of operations for the past two years:

	Year ended March 31	
	1969	1968
Sales.....	\$ 16,962,000	\$ 16,850,000
Cost of sales.....	16,687,000	15,479,000
Gross profit.....	275,000	1,371,000
Administrative expense.....	1,211,000	743,000
Loss (profit) for the year.....	\$ 936,000	\$ (628,000)

The cost of operations does not include the value of accommodation and other services provided without charge by government departments or depreciation on equipment previously acquired from parliamentary appropriations and still in use. However, the full cost of equipment purchased during the year, \$538,000, has been included. (See paragraph 51 of Volume I of this Report.)

**297. Canadian Government Supply Service.** This Service, a branch of the Department of Supply and Services, is financed by a revolving fund established on April 1, 1966 by Vote L18e, Appropriation Act No. 4, 1966, 1966-67, c.6, for the purpose of acquiring and managing stores; for manufacturing, producing, processing or dealing in stores or materials; for the purchase and supply of repair services for office furniture and equipment; and for freight services. The purposes of the revolving fund were extended by Vote L13g, Appropriation Act No. 2, 1967, 1966-67, c.85, and Vote L22a, Appropriation Act No. 7, 1967, 1967-68, c.8, to include the procurement of insurance coverage at bulk rates on the movement of household effects and the financing of the travel accounts rendered by carriers for services arranged by the Central Travel Service. The revolving fund may not exceed \$10 million plus amounts owing to it by government departments and agencies.

The Crown's equity at March 31, 1969 was \$3,392,000 represented by inventories of \$4,544,000 and a deposit premium on transit insurance of \$7,000, offset by accounts payable to commercial suppliers of \$1,159,000.

The following is a summary of the results of operations for the past two years:

	Year ended March 31	
	1969	1968
Services to government departments and agencies—at cost.....	\$ 4,321,000	\$ 1,307,000
Supply operations for government departments and agencies—		
Sales.....	\$ 11,045,000	\$ 12,207,000
Cost of sales.....	9,771,000	11,592,000
Gross profit.....	1,274,000	615,000
Discounts earned.....	45,000	71,000
Profit transferred from the revolving fund as revenue.....	\$ 1,319,000	\$ 686,000

The cost of services rendered and the cost of the supply operations do not include administration expense, depreciation of equipment and the value of accommodation and other services provided without charge by government departments. An example of such costs is the expense of operating the stores warehouse known as No. 1 Supply Centre at Ottawa. In 1968-69 this exceeded \$2,000,000 and was charged to Supply and Services Vote 5.

**298. Central Data Processing Service Bureau.** Vote L99e, Appropriation Act No. 4, 1966, 1966-67, c.6, authorized the operation of a working capital advance account for the purpose of providing data processing and related services to departments and agencies. The amount outstanding at any time, after deducting all amounts due by departments and agencies, shall not exceed \$1 million.

A summary of the operations of the Bureau for the year ended March 31, 1969 follows:

Income—	
Fees and rental—Outside computers.....	\$ 3,392,000
Fees and rental—Bureau computer.....	2,000,000
Programming services.....	212,000
	<u>5,604,000</u>
Expense—	
Rental of Outside computers.....	3,329,000
Rental of Bureau computer.....	1,448,000
Salaries and employee benefits.....	734,000
Materials and supplies.....	121,000
Accommodation.....	110,000
Professional services.....	103,000
Other.....	152,000
	<u>5,997,000</u>
Loss for the year.....	\$ 393,000

The Bureau had an accumulated deficit of \$525,000 at March 31, 1969. (See also paragraph 237 of this Volume.)

**299. Defence Production Revolving Fund.** Section 16 of the Defence Production Act, *R.S., c.62*, established the Defence Production Revolving Fund for the purpose of acquiring, storing, maintaining and transporting stocks of materials or defence supplies, and providing working capital loans and advances to persons engaged in defence work. The balance of the Fund may not exceed \$100 million, a limit which has not been approached in recent years.

The balance of the Fund at March 31, 1969 was \$34.5 million which included \$7.3 million representing the inventory of strategic materials and the cost of stolen cobalt. The realizable value of the strategic materials, estimated at not more than \$2 million, and the potential losses are commented on in paragraph 238 of this Volume.

Also included in the year-end balance were loans of \$6.2 million to manufacturers to assist them in the acquisition of capital equipment. These loans, which were made contrary to section 16(2)(c) of the Defence Production Act, are commented on in paragraph 174 of Volume I of this Report.

The Fund's operations for the past two years are summarized as follows:

	Year ended March 31	
	1969	1968
Sales of defence supplies at cost.....	\$ 23,563,000	\$ 25,400,000
Interest income.....	\$ 715,000	\$ 780,000
Profit on disposal of strategic materials.....	46,000	54,000
Net income for the year transferred from the Revolving Fund as revenue.....	\$ 761,000	\$ 834,000

**300. Fisheries Prices Support Board.** The Fisheries Prices Support Board, consisting of not more than six members appointed by the Governor in Council, was established under the Fisheries Prices Support Act, *R.S., c.120*. The Board is responsible for investigating and, where appropriate, recommending action to support the prices of fisheries products, in an endeavour to secure a fair relationship between the returns from fisheries and those from other occupations. Support measures take the form of the purchase of a fisheries product by the Board at a prescribed price or the payment to a producer of the difference between a prescribed price and a lower average price at which a product is sold during a specified period. The Act requires that an account called the Fisheries Prices Support Account be maintained to which shall be charged all expenditure other than administration costs, which are met out of moneys appropriated by Parliament for the purpose, and to which shall be credited the proceeds of sales of fisheries products. The Act also provides that the net operating profit in each fiscal year



shall be deposited in the Consolidated Revenue Fund as revenue, and that the net operating loss in any fiscal year may be recouped from moneys appropriated by Parliament for the purpose.

The balance of the Account, \$23,800, at March 31, 1969, represented the cost value of year-end inventories of canned mackerel, \$13,000, and dried salted cod, \$10,800.

A summary of the results of operations for the past two years follows:

		Year ended March 31	
		1969	1968
Trading operations—			
Sales.....		\$ 997,000	\$ 575,000
Cost of sales.....		2,558,000	1,127,000
Loss on trading operations.....		1,561,000	552,000
—by commodities, 1968-69—			
	Sales	Cost of sales	Loss
Dried salted cod.....	\$ 231,000	\$ 1,628,000	\$ 1,397,000
Lake Erie yellow perch...	713,000	864,000	151,000
Canned mackerel.....	53,000	66,000	13,000
	<u>\$ 997,000</u>	<u>\$ 2,558,000</u>	<u>\$ 1,561,000</u>
Deficiency payments—groundfish.....		4,189,000	—
Net operating loss for the year.....		<u>\$ 5,750,000</u>	<u>\$ 552,000</u>

The Fisheries Prices Support Account was relieved of the losses of both years through a charge to Fisheries and Forestry Vote 18b. The same Vote also recouped the Account for the accumulated deficits, \$211,000, of other years extending back to 1962-63.

**301. National Film Board.** This Board was established in 1939 by the National Film Act, *R.S., c.185*, to initiate and promote the production and distribution of films in the national interest. The Act also established the National Film Board Operating Account in the Consolidated Revenue Fund. With the exception of expenditure on equipment acquired for its own use, which has been charged to Secretary of State Vote 60, all expenditures of the Board are charged to the Account, including the cost of capital equipment acquired for the Canadian Government Photo Centre in Ottawa, as authorized by Vote L30, Appropriation Act No. 5, 1963, *1963, c.42*. (See also paragraph 237 of this Volume.) The Account is credited with all moneys received from operations of the Board, including the sale and rental of films and other visual materials; amounts provided by Secretary of State Vote 55, "Administration, Production and Distribution of Films and Other Visual Materials"; and amounts transferred from appropriations of other government departments in respect of work undertaken for them.

The equity of the Crown in the Board at March 31, 1969 was \$4,142,000 comprising capital equipment with a net book value of \$2,432,000, including \$134,000 for equipment of the Canadian Government Photo Centre, and working capital of \$1,710,000.

The following is a summary of expense and income for the past two years:

	Year ended March 31	
	1969	1968
Expense—		
Production of films and other visual materials for:		
National Film Board.....	\$ 5,658,000	\$ 5,084,000
Government departments and others.....	3,443,000	4,660,000
Distribution of films.....	3,908,000	3,646,000
Estimated value of major services provided without charge by government departments.....	2,256,000	1,743,000
Administration and general services.....	1,561,000	1,463,000
Provision for retroactive salary and wage increases.....	1,039,000	—
Depreciation on equipment.....	312,000	259,000
Fire loss replacement costs.....	19,000	47,000
	<u>18,196,000</u>	<u>16,902,000</u>
Income—		
Sale of films and other visual materials.....	3,965,000	5,235,000
Rentals and royalties.....	1,086,000	974,000
Miscellaneous.....	69,000	45,000
Canadian Government Photo Centre—net profit for the year....	23,000	41,000
	<u>5,143,000</u>	<u>6,295,000</u>
Net expense.....	<u>\$ 13,053,000</u>	<u>\$ 10,607,000</u>
Net expense partially provided for by—		
Secretary of State Vote 55.....	\$ 9,426,000	\$ 8,663,000
National Film Board Vote 1.....		8,663,000
Less: Amount not used.....	10,000	58,000
	<u>9,416,000</u>	<u>8,605,000</u>
Government departments which provided major services without charge.....	2,256,000	1,743,000
Depreciation.....	312,000	259,000
	<u>11,984,000</u>	<u>10,607,000</u>
Portion of net expense to be recovered in 1969-70 from reserve for salary revisions.....	1,069,000	—
	<u>\$ 13,053,000</u>	<u>\$ 10,607,000</u>

The increase of \$2,446,000 in net expense for the year was mainly due to the provision of \$1,039,000 for retroactive salary and wage increases (not including \$30,000 applicable to the Photo Centre), and an increase of \$513,000 in the estimated value of major services provided without charge by government departments. The increase in the value of free services included \$367,000 for additional accommodation provided by the Department of Public Works and \$138,000 for contributions to the Public Service Superannuation Account.

The decrease of \$1,270,000 in the income from the sale of films and other visual materials was mainly due to there being no counterpart in the year for sales in the previous year of film productions for Expo '67.

In previous Reports (paragraph 306 in 1968) we have suggested that the value of services provided without charge by government departments should be integrated into the costing system to provide more accurate and realistic costs of production and administration. Last year we reported that a study of this matter had been completed by officers of the Board who had recommended to the Treasury Board as follows:

Although consideration has been given to incorporating the estimated cost of free services into the cost system of the Board, it has been generally agreed that it would be more practical to defer such an undertaking until such time as an actual charge is made by departments for these services.

There was no change in this situation during the year.

**302. Post Office.** The Post Office operates under the authority of the Post Office Act, *R.S., c.212*, which provides that the Postmaster General shall administer, superintend and manage the Canada Post Office.

The following is a summary of the results of operations for the past two years as recorded by the Post Office in the Public Accounts:

	Year ended March 31	
	1969	1968
Gross postal revenue.....	\$ 363,339,000	\$ 327,104,000
Expenses paid from revenue.....	52,714,000	45,458,000
Net postal revenue.....	310,625,000	281,646,000
Other revenue—		
Miscellaneous.....	148,000	120,000
Estimated:		
Value of mail and other services provided without charge to other government departments.....	8,531,000	6,524,000
Interest on Money Order Account.....	2,127,000	2,212,000
Interest on funds in Savings Bank Account.....	757,000	1,063,000
	11,563,000	9,919,000
	322,188,000	291,565,000
Expenditure from parliamentary appropriations—		
Operations.....	243,032,000	205,596,000
Transportation.....	88,984,000	87,095,000
Administration, financial services, etc.....	9,696,000	9,155,000
Interest on Savings Bank accounts—Department of Finance...	340,000	474,000
	342,052,000	302,320,000
Estimated value of major services provided without charge by other government departments—		
Accommodation.....	35,364,000	38,871,000
Contributions to:		
Public Service Superannuation Account.....	26,159,000	11,710,000
Canada Pension Plan and Quebec Pension Plan.....	3,790,000	3,028,000
Employee group surgical-medical insurance.....	1,858,000	1,804,000
Accounting and cheque issue services.....	750,000	590,000
Employee compensation.....	402,000	433,000
	68,323,000	56,436,000
	410,375,000	358,756,000
Net operating deficit.....	\$ 88,187,000	\$ 67,191,000



The \$36 million increase in gross postal revenue was due chiefly to an increase of \$23 million in the revenue from postage meters and registers and \$7 million from the sale of postage stamps. The \$40 million increase in expenditure from parliamentary appropriations was due mainly to increases of \$37 million in salary and allowance costs and \$2 million in costs of mail conveyance.

In summarizing its operations the Post Office includes the following items as revenue:

Interest on Money Order Account at 5½% .....	\$ 2,127,000
Interest on funds in Savings Bank Account at 5½% .....	757,000
	<hr/>
	2,884,000
Less: Interest paid on Savings Bank accounts at 2½% .....	340,000
	<hr/>
Total additional revenue recorded (net) .....	\$ 2,544,000

Interest paid on Savings Bank accounts was recorded as an expenditure of the Department of Finance and that Department benefits, through lower interest costs, from the large balances in the Money Order Account and the Savings Bank Account.

As stated in previous Reports (paragraph 307 in 1968), it is improper for a department to take unilateral action in such circumstances and, if the Post Office is to receive credit for the value of the balances held in these two Accounts, the Department of Finance must give recognition to these additional costs.

**303. Queen's Printer—publishing activities.** Under the provisions of the Public Printing and Stationery Act, *R.S., c.226*, and Orders in Council made pursuant to the Public Service Rearrangement and Transfer of Duties Act, *R.S., c.227*, the Department of Public Printing and Stationery was charged with the function of procurement of print for books and publications and with the distribution of parliamentary, departmental and other publications. The operations include the printing of the *Canada Gazette*, the Statutes of Canada and other government publications. On April 1, 1969 the Public Printing and Stationery Act was repealed and the printing and publishing functions were assigned to the Department of Supply and Services.

A summary of expenditure and revenue for the past two years follows:

	Year ended March 31	
	1969	1968
Expenditure—		
Administration, publishing and distribution .....	\$ 1,896,000	\$ 1,870,000
Employee benefits .....	138,000	111,000
Carrying of franked mail .....	1,105,000	766,000
Accommodation .....	474,000	395,000
Accounting and cheque issue services .....	39,000	30,000
	<hr/>	<hr/>
	3,652,000	3,172,000
Printing and binding of publications for:		
Sale .....	1,757,000	2,925,000
Free distribution .....	140,000	79,000
	<hr/>	<hr/>
	1,897,000	3,004,000
	<hr/>	<hr/>
	5,549,000	6,176,000

	Year ended March 31	
	1969	1968
Revenue—		
Sales of documents and publications.....	\$ 2,500,000	\$ 3,148,000
Art work for other departments.....	41,000	44,000
Royalties.....	22,000	24,000
Other.....	—	2,000
	<u>2,563,000</u>	<u>3,218,000</u>
Excess of expenditure over revenue.....	\$ 2,986,000	\$ 2,958,000
Excess of expenditure over revenue provided for by—		
Supply and Services Votes 1 and 20.....	\$ 3,793,000	\$ 4,782,000
Adjustment of amounts credited to revenue in previous years (statutory).....	—	92,000
Government departments which provided major services without charge.....	1,756,000	1,302,000
	<u>5,549,000</u>	<u>6,176,000</u>
Less: Sales proceeds credited to revenue.....	2,563,000	3,218,000
	<u>\$ 2,986,000</u>	<u>\$ 2,958,000</u>

Expenditure for the year was \$627,000 or 10% less than in the previous year while revenue decreased by \$655,000 or 20%. These decreases are related to the large volume of Centennial Year publications produced and sold in the previous year.

The sales operation is handled by a mail order office in Hull, Que., and six Queen's Printer's bookshops located in the larger Canadian cities. A bulk publications stores warehouse, which supplies the sales outlets, is also located in Hull.

Sales of publications during the year totalled \$2,500,000 and the cost of printing publications for sale amounted to \$1,757,000. Because the inventory records are not complete it is not possible to relate cost of sales to sales. In previous years (paragraph 308 of our 1968 Report) we have reported the lack of adequate control over the stocks of publications held for sale. At March 31, 1969 there were still no inventory records for the mail order stores, international publications stores and the substantial consignment stock held by several government departments. Obsolete publications having a retail value of \$222,000 were deleted from the inventory records during the year. Reference to potential losses on stocks of certain publications held for sale will be found in paragraph 176 of Volume I of this Report.

Over the years a number of studies have been made of the printing and publishing activities of the Government. A further study of the publishing operations is being made during 1969-70 by the Consulting Services Branch of the Department of Supply and Services and a report is expected in April 1970. The study is to cover all phases of the publishing service, including recommendations for an inventory management system.

Vote L33a, Appropriation Act No. 10, 1964, 1964-65, c.34, as amended by Vote L65e, Appropriation Act No. 4, 1966, 1966-67, c.6, established a revolving fund for the purpose of paying for print purchased from commercial printers. The revolving fund may not exceed \$250,000 plus amounts due by government departments and agencies. Disbursements for print purchases totalled \$5,785,000 during the year and these were billed to the customer departments. The balance of the fund at March 31, 1969 was \$39,000 representing amounts owing by departments and agencies. In our opinion the use of this particular revolving fund results in a duplication of the paying process. (See paragraph 177 of Volume I of this Report.)

The costs to the Queen's Printer of providing publishing and distribution services for government departments and agencies are not recovered.

**304. Royal Canadian Mint.** The Royal Canadian Mint operated in 1968-69 under Part II of the Currency, Mint and Exchange Fund Act, *R.S., c.315*, providing facilities for making coins of the currency of Canada, and for melting, assaying and refining gold. With effect from April 1, 1969 the Mint was incorporated under section 72 of the Government Organization Act, 1969, 1968-69, c.28.

The following is a summary of the results of operations for the past two years:

			Year ended March 31	
			1969	1968
Sales—				
	Other than coin	Coin at face value		
Gold.....	\$ 67,402,000	\$ 1,821,000	\$ 69,223,000	\$ 73,060,000
Silver.....	1,502,000	18,423,000	19,925,000	26,669,000
Bronze.....	1,000	2,880,000	2,881,000	3,653,000
Nickel.....	846,000	70,041,000	70,887,000	3,765,000
	<u>\$ 69,751,000</u>	<u>\$ 93,165,000</u>	162,916,000	107,147,000
Purchase price of metals sold or used for coinage.....			88,150,000	96,803,000
			74,766,000	10,344,000
Gold refining charges, etc.....			336,000	328,000
Revenue from bullion and coinage.....			75,102,000	10,672,000
Less: Compensation paid for conversion of coin vending machines, authorized by Finance Vote 30.....			338,000	—
			<u>74,764,000</u>	<u>10,672,000</u>



	Year ended March 31	
	1969	1968
Other revenue—		
Numismatic receipts.....	\$ 7,858,000	\$ 13,441,000
<i>Less:</i> Face value of coin.....	\$ 4,307,000	6,648,000
Shipping expense.....	214,000	354,000
Metal in medallions sold.....	22,000	241,000
	4,543,000	7,243,000
Gold storage and other charges.....	3,315,000	6,198,000
	69,000	281,000
	3,384,000	6,479,000
Total revenue.....	78,148,000	17,151,000
Expenses of operation, maintenance and administration—		
Salaries and wages.....	2,767,000	2,007,000
Employee benefits.....	203,000	128,000
Supplies.....	547,000	1,279,000
Express on coin shipments.....	448,000	341,000
Accommodation.....	258,000	248,000
Construction or acquisition of equipment.....	189,000	147,000
Security.....	177,000	166,000
Manufacture of coin by US Mint.....	169,000	—
Repairs and maintenance.....	117,000	94,000
Power, light and gas.....	65,000	55,000
Other.....	47,000	43,000
	4,987,000	4,508,000
Net profit.....	\$ 73,161,000	\$ 12,643,000
Net profit disposed of as follows—		
Non-tax revenue.....	\$ 78,148,000	\$ 17,151,000
Expenses provided for by—		
Finance Votes 30, 32 and 35.....	4,379,000	3,997,000
Government departments which provided major services without charge.....	608,000	511,000
	4,987,000	4,508,000
	\$ 73,161,000	\$ 12,643,000

The increase of \$60,997,000 in revenue, from \$17,151,000 to \$78,148,000, was due mainly to the use of pure nickel in the making of coins of the denominations of one dollar, fifty cents, twenty-five cents and ten cents effective August 1, 1968. Prior to this date these coins contained equal parts of silver and copper. There was also an increase in the number of coins issued, from 578 million pieces in 1967-68 to 800 million pieces in 1968-69. In addition, the increase in revenue included a profit of \$9 million, compared with \$20,000 in the previous year, realized from the sale of gold on the open market.

Section 16 of the Currency, Mint and Exchange Fund Act directs that:

All coins of the currency of Canada that are to be issued for circulation in Canada shall be made at and issued from the Mint.

Notwithstanding this, the Treasury Board in July 1968 approved of entry into a contract with the United States Mint for the manufacture of Canadian ten cent coins. Subsequently, Finance Vote 32, approved by Parliament on December 19, 1968, provided the funds for "Payment to the United States Mint, notwithstanding the *Currency, Mint and Exchange Fund Act . . .*" Under the contract, 85 million ten cent coins were minted for a fee of \$169,000.

**305. *Unemployment Insurance Fund.*** The Unemployment Insurance Act, 1955, c.50, (superseding 1940, c.44), which provides for insurance against unemployment, is administered by the Unemployment Insurance Commission consisting of three commissioners appointed by the Governor in Council.

The Act established the Unemployment Insurance Fund as a special account in the Consolidated Revenue Fund to which all contributions from insured employees and their employers, and the Federal Government contributions equivalent to one-fifth of the total employee-employer contributions, together with interest on investments, are credited, and to which benefits and other payments under the Act are charged.

Financial statements showing the operations of the Fund during the fiscal year and the state of the Fund at the end of the year are prepared annually by the Commission. In our 1960 and subsequent Reports attention was drawn to the fact that the Act does not require that these financial statements be audited. The Public Accounts Committee has made reference to this in a number of its reports, the latest being in its Fourteenth Report 1966-67 (see Appendix 1, item 4 of Volume I of this Report), recommending that these statements be required by statute to be prepared by the Commission and reported upon by the Auditor General. Although the Act has not yet been amended in this respect, the Commission submits its financial statements to the Audit Office for examination, and the statements for the year ended March 31, 1969, together with our report thereon to the Minister of Labour, are reproduced in the Public Accounts, Volume II, pages 12.18 to 12.21.

The following is a summary of transactions for the past two years, together with the year-end balances at the credit of the Fund:

	Year ended March 31	
	1969	1968
Receipts—		
Contributions from employers and employees. . . . .	\$ 433,130,000	\$ 347,458,000
Contributions from Canada. . . . .	86,626,000	69,491,000
Income from investments. . . . .	18,850,000	15,894,000
Penalties. . . . .	171,000	188,000
	<hr/> 538,777,000	<hr/> 433,031,000

	Year ended March 31	
	1969	1968
Disbursements—		
Benefit payments.....	\$ 459,089,000	\$ 388,582,000
Excess of receipts over disbursements.....	79,688,000	44,449,000
Balance at beginning of year.....	302,652,000	258,203,000
Balance at end of year.....	\$ 382,340,000	\$ 302,652,000

Disbursements from the Fund do not include the administration expense of the Commission which amounted to \$47,514,000 in 1968-69 compared with \$46,595,000 for the preceding year, an increase of \$919,000. This expense was met to the extent of \$38,809,000 (\$37,659,000 for 1967-68) from funds provided by Labour Vote 25 in accordance with section 10 of the Act and to the extent of \$8,705,000 (\$8,936,000 for 1967-68) by government departments which provided accommodation for the Commission's offices throughout Canada, contributions to the Public Service Superannuation Account and Canada and Quebec Pension Plans and accounting and other services, without charge.

Travelling and removal expense increased by \$456,000, accounting for a major part of the increase of \$919,000 in administration expense in the year. This increase was due primarily to personnel transfers following the closing of offices during the year and, to the extent of some \$52,000, to additional travelling expenses incurred in the setting up of a regionally-centralized computer installation which had no counterpart last year. Professional and special service costs were higher by \$337,000, mainly due to three items: comprehensive studies and analyses directed towards up-dating the Unemployment Insurance Act, \$157,000; consultant's fees preceding the recent establishment of a pilot program of benefit control, \$61,000; and the Commission's share of costs of a completed study relating to coverage, audit and collection functions which was made in co-operation with the Department of National Revenue, \$56,000 (\$29,000 last year). There was a substantial increase in publication costs, \$310,000, partly from the need to incorporate Unemployment Insurance Act amendments into widely-distributed information booklets and from outlays for pamphlets used in a current campaign against fraud and abuse. Salaries, wages and allowances were lower by \$278,000 in 1968-69, the reduction in the number of regular employees on strength, from 4,965 at March 31, 1968 to 4,478 at March 31, 1969, more than offsetting the higher salary rates in effect during the year.

In 1968-69 the Fund's excess of receipts over disbursements was \$79,688,000 compared with \$44,449,000 in 1967-68. A 25% increase in contribution receipts, from \$416,949,000 in 1967-68 to \$519,756,000 in 1968-69, resulted from amendments to the Unemployment Insurance Act effective June 30, 1968. The changes, while reducing contribution levels for lower earnings, established higher scales for earnings above \$70 per week and extended coverage of salaried employees by raising the earnings exemption level from \$5,460 to \$7,800 per year. The amendments also provided for substantially increased rates of benefit at upper levels of earnings, the maximum weekly rate now



being \$53 compared with \$36 previously. This contributed to the 18% increase in total benefit payments, from \$388,582,000 in 1967-68 to \$459,089,000 in 1968-69, and to the higher average weekly benefit rate paid. There were decreases in the number of claims allowed and the percentage of the insured population drawing benefits, but an increase in the average duration of claims. Comparisons follow:

	Year ended March 31	
	1969	1968
Average weekly benefit rate paid.....	\$ 28.33	\$ 25.81
Number of initial benefit claims allowed.....	1,166,568	1,208,248
Average monthly percentage of the insured population drawing benefits...	5.9%	6.1%
Average number of benefit weeks paid.....	14.8	13.2

In keeping with past practice, we reported to the Chief Commissioner on each of the examinations of field offices made during the year. Our examinations are designed primarily to test the adequacy of internal control over contributions, other income, benefit payments and the collection of overdue contributions, penalties and benefit overpayments. The extent to which adjudication of claims complies with the provisions of the Act and regulations is also tested. Prompt attention was given to all audit observations and corrective action was taken where required. In appraising the validity of benefit awards, no attempt is made by the Audit Office to verify the accuracy or completeness of information regarding claimants contained in the records of the Commission, beyond questioning apparent deficiencies in these records. This aspect of the verification of claims is carried out by the Commission's own investigation-enforcement staff. Also, no attempt is made by this Office to audit the accounts of employers to see that employer-employee contributions are fully made to the Unemployment Insurance Fund and that each worker is credited with the proper contributions. These records are verified by the Commission's revenue control branch.

Among the reasons disqualifying an insured person from receiving benefits, perhaps two stand out as the most difficult to establish and the most widely abused: the claimant refuses to accept suitable employment or he is unavailable for work. Consequent on the transfer of the administration of the employment service from the Commission to the Department of Manpower and Immigration on October 1, 1966, any knowledge that the Commission might acquire that an offer of suitable employment has been refused or the claimant was registered and therefore available for employment is likely to emanate from the employment service centres. Mindful that this information has a direct bearing on the determination of claimants' entitlement to benefits under the Unemployment Insurance Act, our examinations now include an assessment of the liaison procedures in effect between field offices of the Commission and the Canada Manpower Centres. The inadequacy of the liaison disclosed by these reviews is dealt with in paragraph 94 of Volume 3 of this Report.

## Special Audits and Examinations

**306.** In addition to the examinations of the accounts of the departments and agency and proprietary Crown corporations referred to in this Report, the following special audits and examinations were made by the Audit Office during the year, most of them in accordance with specific directions contained in various statutes:

- The Army Benevolent Fund Board
- Atlantic Development Board
- The Canada Council
- The Custodian
- Economic Council of Canada
- Exchange Fund Account
- Government of the Northwest Territories
- Government of the Yukon Territory
- Municipal Development and Loan Board
- National Arts Centre Corporation
- National Museums of Canada
- The Queen Elizabeth II Canadian Fund to Aid in Research on the Diseases of Children
- Roosevelt Campobello International Park Commission
- Royal Canadian Mint stocks
- Royal Canadian Mounted Police (Dependants) Pension Fund

**307.** Section 34 of the Public Printing and Stationery Act, *R.S., c.226*, provided in part that:

The Auditor General shall, annually or more frequently at his discretion, cause the stock of stationery, printing materials and supplies in store, to be checked with the quantities purchased and supplied.

With effect from April 1, 1966, all stationery, printing materials and supplies referred to in section 34 of the Act were taken over by the Canadian Government Supply Service of the Department of Supply and Services and consequently throughout 1968-69 there were no inventories to check in accordance with this provision as they no longer remained in charge to the Queen's Printer's Advance Account. The accounts of the Canadian Government Supply Service are audited in accordance with the requirements of the Financial Administration Act. With effect from April 1, 1969, the Public Printing and Stationery Act was repealed by the Government Organization Act, 1969, *1968-69, c.28*.

**308.** *The Army Benevolent Fund Board.* This Board was constituted by the Army Benevolent Fund Act, *R.S., c.10*, and consists of five members appointed by the Governor in Council. The Act provides for a special account in the Consolidated Revenue Fund called the Army Benevolent Fund to which certain moneys were credited and from which there shall be paid

to or for the benefit of [World War II] veterans or their dependants or the widows or children or former dependants of deceased veterans such amounts as the Board may from time to time determine

together with the expenses incurred in carrying out the provisions of the Act.

The Act directs that the Board be governed by the following principles:

- (a) plans shall be formulated on the assumption that there will be prospective beneficiaries for fifty years from the establishment of the Fund [in 1947];
- (b) no grant is to be made by way of relief from the Fund where adequate relief is, at the time of the application, available from federal, provincial or municipal governmental sources;
- (c) where grants are made to assist in the education of dependants of veterans or of children of deceased veterans, bursaries shall be granted contingent on continued need and satisfactory progress and not as competitive scholarships based on academic standing; and
- (d) amounts paid out of the Fund are not recoverable unless obtained by fraud or misrepresentation.

The accounts of the Board were examined for the year ended March 31, 1969 pursuant to section 11 of the Act and our report was submitted to the Chairman and members of the Board with a copy being provided to the Minister of Veterans Affairs.

Receipts amounted to \$229,000 of which \$217,000 was derived from interest on deposits with the Receiver General and \$12,000 from interest on Canada bonds. Disbursements totalled \$516,000 consisting of \$402,000 in grants to or on behalf of World War II veterans and \$114,000 for administrative and case work expense. The latter was a net amount after deducting a fee of \$42,000 for management of the financial program of the Canadian Army Welfare Fund and a grant of \$18,000 from the Department of Veterans Affairs to assist in defraying administrative expenses.

After absorbing the excess of disbursements over receipts amounting to \$287,000, the balance of the Fund was \$4,729,000 at March 31, 1969 of which \$4,468,000 was on deposit with the Receiver General, \$256,000 was invested in Canada bonds and \$5,000 was represented by accountable advances and prepaid expense.

**309. *Atlantic Development Board.*** This Board was established by the Atlantic Development Board Act, 1962-63, c.10, to investigate programs and projects for fostering the economic growth and development of the Atlantic region of Canada. The Act established the Atlantic Development Fund in the Consolidated Revenue Fund and programs and projects have been financed from the Fund as well as from parliamentary appropriations of the Department of Transport.

As required by section 18 of the Act, we have audited the accounts and financial transactions of the Board for the year ended March 31, 1969 and have reported thereon to the Minister of Regional Economic Expansion.



A summary of the Board's expenditure for the past two years with cumulative totals from its establishment on December 20, 1962 to March 31, 1969 follows:

	Year ended March 31		Cumulative to March 31, 1969
	1969	1968	
Atlantic Development Fund—			
Power projects.....	\$ 6,243,000	\$ 7,396,000	\$ 52,699,000
Water supply and/or sewage systems.....	6,844,000	3,766,000	13,800,000
Trunk highway program.....	1,433,000	1,281,000	11,076,000
Access roads.....	119,000	144,000	675,000
Industrial park facilities.....	1,535,000	1,507,000	5,540,000
Research facilities.....	1,719,000	1,851,000	4,052,000
Miscellaneous projects.....	2,923,000	2,680,000	5,657,000
Sundry expenditure.....	2,000	4,000	16,000
	<u>20,818,000</u>	<u>18,629,000</u>	<u>93,515,000</u>
Parliamentary appropriations—Regional Development—			
Trunk highway program.....	16,934,000	19,283,000	46,869,000
Special housing and mobility assistance to residents of Bell Island, Nfld.....	215,000	295,000	510,000
Grant to the Government of Nova Scotia to assist in defraying the expenses of operating the former Dominion Steel and Coal Cor- poration Limited steel plant at Sydney, N.S.....	—	2,000,000	2,000,000
	<u>17,149,000</u>	<u>21,578,000</u>	<u>49,379,000</u>
Total expenditure on programs, projects, etc.....	37,967,000	40,207,000	142,894,000
Administration and operation expenditure.....	2,070,000	2,265,000	7,916,000
	<u>\$ 40,037,000</u>	<u>\$ 42,472,000</u>	<u>\$ 150,810,000</u>

Details of the Board's administration and operation expenditure, shown in totals only in the preceding summary, follow:

	Year ended March 31		Cumulative to March 31, 1969
	1969	1968	
Planning, programming and general administration—			
Salaries and employee benefits.....	\$ 704,000	\$ 616,000	\$ 2,226,000
Accommodation.....	42,000	39,000	142,000
Travel and removal.....	41,000	52,000	208,000
Accounting services.....	37,000	35,000	113,000
Office equipment and supplies.....	29,000	35,000	122,000
Telephone and telegraph.....	23,000	22,000	80,000
Other.....	27,000	29,000	87,000
	<u>903,000</u>	<u>828,000</u>	<u>2,978,000</u>
Professional and technical services.....	1,167,000	1,437,000	4,938,000
Total expenditure	<u>\$ 2,070,000</u>	<u>\$ 2,265,000</u>	<u>\$ 7,916,000</u>
Total expenditure provided for by—			
Regional Development Vote 1.....	\$ 1,986,000	\$	\$
Transport Vote 90.....		2,191,000	7,656,000
Government departments which provided accom- modation, accounting and other services with- out charge.....	84,000	74,000	260,000
	<u>\$ 2,070,000</u>	<u>\$ 2,265,000</u>	<u>\$ 7,916,000</u>

The number of regular staff employed by the Board increased to 70 during the year from 64 at the end of the previous year. This largely explains the increase of \$88,000 in salaries and employee benefits. Professional and technical services expense of \$1,167,000 represents numerous technical and economic surveys and studies undertaken or continued during the year, details of which are included in the Board's annual report. The largest amount expended during the year was \$718,000 for studies of the demand for and the supply of water resources in the four Atlantic provinces.

The Atlantic Development Board Act was repealed on April 1, 1969 and, accordingly, the Atlantic Development Board and the Atlantic Development Fund ceased to exist on that date. The outstanding commitments of the Board at March 31, 1969, which are to be honoured by the Department of Regional Economic Expansion, were as follows:

Water supply and/or sewage systems.....	\$ 9,523,000
Trunk highway program.....	8,555,000
Research facilities.....	8,310,000
Strait of Canso development, N.S.....	4,371,000
Mapping and land registration.....	3,629,000
Industrial park facilities.....	3,562,000
Power projects.....	3,514,000
Abatement of industrial water pollution.....	1,971,000
Assistance towards construction of causeway, Pictou County, N.S.....	750,000
Assistance toward construction of certain tourist and recreational projects, Prince Edward Island.....	570,000
Miscellaneous projects.....	639,000
	<u>\$ 45,394,000</u>

**310. *The Canada Council.*** The Council was established by the Canada Council Act, 1957, c.3, to foster and promote the study and enjoyment of, and the production of works in, the arts, humanities and social sciences.

A report on the audit of the Council's accounts for the year ended March 31, 1969 was made to the Council and to the Secretary of State, as required by the Act.

The financial statements of the Council are not reproduced in the Public Accounts as are the statements of Crown corporations and other operating activities. If financial information additional to the following is required, reference should be made to the annual report of the Council.

An Endowment Fund of \$50 million was established under the Act. The income earned on the investments of the Fund together with grants from Canada is used to meet administrative expense and other expenditure for purposes of the Act (except for capital assistance grants to universities which are made from the University Capital Grants Fund). Permissible expenditures under section 8 of the Act include, in respect of the arts, humanities and social sciences: grants, scholarships and awards; sponsorship of exhibitions, performances and publications; exchanges with other countries and organizations or persons therein of knowledge and information; representation and in-

terpretation of Canadian arts, humanities and social sciences in other countries; and liaison with the United Nations Educational, Scientific and Cultural Organization.

During the year the Council received from Canada an unconditional grant of \$20,580,000 for the general purposes set out in section 8 of the Act. This amount is accounted for within the Endowment Account in accordance with a decision of the Council.

The operations of the Endowment Account for the year, together with comparable figures for the preceding year, are summarized as follows:

	Year ended March 31	
	1969	1968
Surplus at beginning of year.....	\$ 1,350,000	\$ —
Income—		
Grant from Canada.....	20,580,000	16,900,000
Interest and dividends earned.....	4,153,000	3,914,000
Cancelled grants and refunds.....	387,000	308,000
	<u>25,120,000</u>	<u>21,122,000</u>
	26,470,000	21,122,000
Expenditure—		
Grants.....	24,532,000	18,450,000
Canadian National Commission for UNESCO.....	231,000	198,000
Administration expense, less recoveries.....	1,226,000	1,124,000
	<u>25,989,000</u>	<u>19,772,000</u>
Surplus at end of year.....	\$ 481,000	\$ 1,350,000

A University Capital Grants Fund of \$50 million was established by the Act from which grants were made to universities and similar institutions of higher learning by way of capital assistance for building construction projects intended for use in furthering the arts, humanities and social sciences. These grants were paid out of the principal and accumulated income of the Fund.

During the year the Council allocated and authorized as grants to qualifying institutions the amount of \$213,000 which represented the year's interest and profits earned by the University Capital Grants Fund. This brought to \$68,346,000 the amount allocated and authorized as grants to March 31, 1969. Of this amount, the Council has paid out \$65,476,000 of which \$3,313,000 was paid during the year, leaving an unpaid balance of \$2,870,000 at the end of the year.

In our 1968 Report (paragraph 315) reference was again made to the method employed in the allocation of the interest and profits, to the qualification of our reports to the Council and the Secretary of State, and to the Sixth Report 1964-65 of the Public



Accounts Committee wherein it was recommended that steps be taken to seek amending legislation to provide clear authority for the Council to use the 1956 census and the "hotch-pot" approach in the distribution of interest and profits in respect of the University Capital Grants Fund. As no action had been taken, the Public Accounts Committee in its Third Report 1966-67 reiterated its previous recommendation and requested the Council to formally ask the Government to give consideration to the required amending legislation with the objective of having it considered by Parliament prior to the final closing out of the University Capital Grants Fund. (See Appendix 1, item 11 of Volume I of this Report.)

In August 1967 we were informed by the Acting Under Secretary of State that amending legislation to implement the recommendation of the Public Accounts Committee was being prepared by the Department of Justice. In September 1968 we were informed by the Minister of Justice that detailed drafting instructions had not been received by his Department from the Department of the Secretary of State in time for amending legislation to be ready for the 1967-68 session of Parliament, and that since the end of that session priorities in drafting legislation by the Department of Justice had to be given to urgent and important items. In June 1969 we were informed by the Minister of Justice that no further action had been taken.

The Council may, under section 20 of the Act, acquire money, securities or other property by gift, bequest, or otherwise, and may expend, administer or dispose of them subject to the terms, if any, upon which they are made available to the Council. With the exception of parliamentary grants, moneys or property received by the Council pursuant to this section are presented in a consolidated balance sheet designated "Special Funds".

The principal of funds received by the Council pursuant to section 20 of the Act, together with the net profits on disposal of securities being held as a reserve against possible future investment losses, at March 31, 1969 and the comparable amounts at March 31, 1968 were:

	March 31	
	1969	1968
The Izaak Walton Killam Memorial Fund for Advanced Studies.....	\$ 8,670,000	\$ 7,023,000
Special Scholarship Fund.....	1,806,000	1,638,000
Lynch-Staunton Fund.....	700,000	—
Molson Prize Fund.....	618,000	609,000
Watkins Estate.....	19,000	12,000
	<u>\$ 11,813,000</u>	<u>\$ 9,282,000</u>

The Lynch-Staunton Fund was established in December 1968 on receipt of a bequest from the estate of the late V. M. Lynch-Staunton, consisting of securities having a market value of \$692,000.

The surplus earnings of these Funds which were available for the purposes designated at March 31, 1969 and the comparable amounts at March 31, 1968 were:

	March 31	
	1969	1968
The Izaak Walton Killam Memorial Fund for Advanced Studies.....	\$ 572,000	\$ 612,000
Special Scholarship Fund.....	350,000	240,000
Lynch-Staunton Fund.....	12,000	—
Molson Prize Fund.....	19,000	18,000
	<u>\$ 953,000</u>	<u>\$ 870,000</u>

During the year income earned by these Funds, grants authorized, charges paid and the amounts added to surplus were as follows:

	Income	Grants authorized	Other charges	Added to surplus
The Izaak Walton Killam Memorial Fund for Advanced Studies.....	\$ 463,000	\$ 454,000	\$ 49,000	\$ (40,000)
Special Scholarship Fund.....	110,000	—	—	110,000
Lynch-Staunton Fund.....	12,000	—	—	12,000
Molson Prize Fund.....	33,000	30,000	2,000	1,000
	<u>\$ 618,000</u>	<u>\$ 484,000</u>	<u>\$ 51,000</u>	<u>\$ 83,000</u>

**311. *The Custodian.*** In accordance with Regulation 6 of the Revised Regulations Respecting Trading with the Enemy (1943) as set out in the schedule to The Trading with the Enemy (Transitional Powers) Act, 1947, c.24, the Custodian is appointed "to receive, hold, manage, release, dispose of and otherwise deal with all property which is reported to him, received or controlled by him or vested in him". Pursuant to the provisions of the Department of Consumer and Corporate Affairs Act, 1967-68, c.16, the Minister of Consumer and Corporate Affairs is the Custodian of Enemy Property and the Deputy Minister is the Deputy Custodian. The Custodian's Office is administered by an Assistant Deputy Custodian in Ottawa. A report on the audit of the Custodian's accounts for the year ended December 31, 1968 was made to the Minister of Consumer and Corporate Affairs.

The assets under the administrative control of the Custodian, which were valued in accordance with bases explained in an addendum to his statement of assets and liabilities (Public Accounts, Volume II, page 3.12), increased by \$65,000 to \$2,762,000 at December 31, 1968. The increase results mainly from an excess of \$262,000 in the proceeds from liquidation and redemption of securities over their book value, an increase of \$65,000 in the equity in holding companies, and revenue of \$21,000 from securities, offset in part by the transfer of \$200,000 to the Minister of Finance for the War Claims Fund and payment of \$81,000 as final settlement of a claim.

Under the Regulations, the Custodian may charge against all property investigated, controlled or administered by him, whether it has been vested in him or not, a fee for services rendered not exceeding 2% of the value of the property including the income therefrom. He is also permitted to employ such part of the property vested in him or the proceeds therefrom as may be necessary to pay the expenses incurred in the administration of the Regulations.

In addition to the income from fees, any income received from vested assets which consist of, or are converted into, cash or Canada bonds is credited to the Custodian's Office Administration Account, from which expenses of the Office are paid. We have drawn attention to this procedure in past years because it is not consistent with the treatment of income arising from other assets vested in the Custodian. In February 1967 we were informed by the Deputy Custodian that, on the basis of his interpretation of an opinion given by the Department of Justice in 1947 and discussions with officers of that Department, he was satisfied that the Custodian was acting within his legal rights in retaining the income from the bank deposits and Canada bonds included among the vested assets. It is our opinion, however, that the Custodian is empowered to retain the income from any asset vested in him only to the extent that it is required to meet expenses incurred with respect to that particular estate plus a percentage of general expenses.

There was an excess of income over expense in the Custodian's Office Administration Account in 1968 of \$58,000 which was added to the surplus account, increasing the balance to \$850,000 at the year-end. A summary of income and expense for the past two years follows:

	Year ended December 31	
	1968	1967
Income—		
Income from investments.....	\$ 123,000	\$ 92,000
Interest on bank deposits.....	6,000	6,000
Fees on assets released from administration.....	4,000	13,000
Other.....	—	1,000
	<u>133,000</u>	<u>112,000</u>
Expense—		
Salaries and employee benefits.....	64,000	61,000
Office rent.....	7,000	8,000
Other.....	4,000	2,000
	<u>75,000</u>	<u>71,000</u>
Excess of income over expense.....	<u>\$ 58,000</u>	<u>\$ 41,000</u>

The reduction in income from fees on assets released results from the decrease in the amount transferred to the Minister of Finance for credit to the War Claims Fund, from \$550,000 in 1967 to \$200,000 in 1968, and to a decline in the value of assets released



by the Custodian to the established beneficial owners. Bond holdings were only slightly higher but higher rates of interest accounted for the major portion of the increase in income from investments in the year.

**312. Economic Council of Canada.** The Council, consisting of a chairman, two directors and twenty-five other members appointed by the Governor in Council, was established by the Economic Council of Canada Act, 1963, c.11, to advise how Canada can achieve the highest possible levels of employment and efficient production.

As required by section 20 of the Act, we have examined the accounts and financial transactions of the Council for the year ended March 31, 1969 and have reported thereon to the Council and to the Prime Minister.

The following is a summary of the expense of the Council for the past two years:

	Year ended March 31	
	1969	1968
Salaries and employee benefits.....	\$ 1,249,000	\$ 1,250,000
Professional and special services.....	210,000	194,000
Accommodation.....	90,000	85,000
Stationery, supplies, equipment and telephone.....	61,000	61,000
Travel and removal.....	57,000	62,000
Publication of reports and studies.....	26,000	31,000
Miscellaneous.....	18,000	19,000
Total expense.....	<u>\$ 1,711,000</u>	<u>\$ 1,702,000</u>
Total expense provided for by—		
Privy Council Vote 20.....	\$ 1,479,000	\$ 1,487,000
Government departments which provided major services without charge.....	232,000	215,000
	<u>\$ 1,711,000</u>	<u>\$ 1,702,000</u>

The expense for 1968-69 included \$162,000, for studies begun in 1966 and on which a total of \$346,000 had been expended to March 31, 1969, for a special reference from the Government concerning the responsibilities of the Department of the Registrar General of Canada (now the Department of Consumer and Corporate Affairs) relating to: interests of the consumer; combines, mergers, monopolies and restraint of trade; patents, trade marks, copyrights and registered industrial designs.

**313. Exchange Fund Account.** This Account was established in 1935 "to aid in the control and protection of the external value of the Canadian monetary unit", and now operates under Part III of the Currency, Mint and Exchange Fund Act, R.S., c.315.

As required by section 27 of the Act, we have audited the Exchange Fund Account and the transactions connected therewith for the year ended December 31, 1968 and have reported thereon to the Minister of Finance. This section requires a certificate to be

given annually to Parliament and I now certify that, in my opinion, the transactions in connection with the Account have been in accordance with the provisions of the Act and that the records of the Account show truly and clearly the state of the Account.

The advances to the Exchange Fund Account from the Consolidated Revenue Fund at December 31, 1968 and 1967 were represented by the following:

	December 31	
	1968	1967
Canadian dollars.....\$	836,000	\$ 605,000
Deposit with Bank for International Settlements, with accrued interest.....	6,804,000	16,313,000
Deposit with Bank of England, with accrued interest.....	108,136,000	—
United States dollars and securities.....	1,915,156,000	1,264,787,000
International Bank for Reconstruction and Development bonds, at cost with accrued interest.....	10,970,000	—
International Monetary Fund note.....	—	37,932,000
Gold.....	933,046,000	1,097,160,000
Suspense account.....	291,000	121,000
	<u>2,975,239,000</u>	<u>2,416,918,000</u>
<i>Deduct:</i>		
Due to the Consolidated Revenue Fund, in accordance with section 24 of the Currency, Mint and Exchange Fund Act:		
Earnings for the year on investments.....	73,075,000	52,300,000
Net profit for the year from trading operations in foreign exchange, gold and securities, and from net valuation adjustments on unmatched purchases or sales.....	11,435,000	2,336,000
	<u>84,510,000</u>	<u>54,636,000</u>
Surplus.....	29,729,000	30,282,000
	<u>114,239,000</u>	<u>84,918,000</u>
Advances from the Consolidated Revenue Fund.....\$	<u>2,861,000,000</u>	<u>\$ 2,332,000,000</u>

The United States dollar holdings were valued at \$1.08108 (par of exchange) at December 31, 1968 and as a consequence the valuation of the holdings at that date was \$22,744,000 greater than if the closing market rate of \$1.0728125 had been used.

As required by section 24 of the Currency, Mint and Exchange Fund Act, the earnings for the year on investments and the net profit from trading operations in foreign exchange, gold and securities, and from the net valuation adjustments on unmatched purchases or sales, totalling \$84,510,000, have been paid into the Consolidated Revenue Fund as revenue of Canada.

The net loss of \$553,000 arising from trading operations, etc., in 1966, for which the Exchange Fund Account had not been recouped, and which was commented on in paragraph 93 of our 1968 Report, was paid into the Account from Finance Vote 46b provided for the purpose.

**314. Government of the Northwest Territories.** The Northwest Territories Act, *R.S., c.331*, provides for the appointment by the Governor in Council of a chief executive officer for the Territories, to be known as the Commissioner, and for a Council of the Territories consisting of twelve members, of whom seven are elected and five are appointed by the Governor in Council. The Commissioner in Council is empowered by the Act to make ordinances for the governing of the Territories in fields paralleling those normally within provincial jurisdiction.

The accounts and financial transactions of the Territories are subject to examination by the Auditor General of Canada in accordance with section 19c of the Act. The section also requires that the financial statements presented to the Council by the Commissioner be certified by the Auditor General.

Our responsibility in this respect commenced with the accounts for the year ended March 31, 1968. Last year (paragraph 319) we reported that our examination for that year had revealed such serious errors and inadequacies in the recording of expenditure and revenue that we were unable to certify the statements. Action taken in 1968-69 remedied this situation.

The following is a summary of expenditure and revenue of the Government of the Northwest Territories for the year ended March 31, 1969:

Expenditure—

Capital projects.....	\$ 4,229,000
Education.....	3,078,000
Health.....	2,963,000
Administration.....	2,317,000
Liquor system.....	2,180,000
Social development.....	1,428,000
Justice.....	1,008,000
Public works.....	786,000
Interest on loans from Canada.....	729,000
Local government.....	654,000
Economic and community development.....	537,000
Game management.....	431,000
Legislation.....	187,000
	<hr/>
	20,527,000

Revenue—

Federal grants:

Operating.....	5,153,000
Loan amortization.....	1,117,000
	<hr/>
	6,270,000

Liquor sales.....	4,088,000
Taxes.....	1,477,000
Licences and fees.....	392,000
Interest on bank deposits.....	274,000
Staff housing rentals.....	209,000
Other.....	357,000
	<hr/>
	6,797,000



## Expenditure recoveries:

Health.....	\$ 1,974,000
Game.....	446,000
Public works.....	287,000
Capital projects.....	287,000
Social assistance.....	250,000
Education.....	166,000
Other.....	14,000
	<u>3,424,000</u>
	<u>16,491,000</u>

Excess of expenditure over revenue.....\$ 4,036,000

**315. Government of the Yukon Territory.** The Yukon Act, 1952-53, c.53, provides for the appointment by the Governor in Council of a chief executive officer for the Territory, to be known as the Commissioner, and for the election of a Council composed of seven members. The Commissioner in Council is empowered by the Act to make ordinances for the governing of the Territory in fields normally within provincial jurisdiction.

The accounts and financial transactions of the Territory are subject to examination by the Auditor General of Canada in accordance with section 26 of the Act. He is required to report annually to the Council the result of his examination in a specified manner which includes certification of the financial statements which the Act requires be included in an annual report, called the Territorial Accounts, laid before the Council by the Commissioner.

The following is a summary of expenditure and revenue of the Government of the Yukon Territory for the year ended March 31, 1969, with comparable amounts for the preceding year:

	Year ended March 31	
	1969	1968
Expenditure—		
Capital projects.....	\$ 5,289,000	\$ 3,245,000
Personnel services.....	4,411,000	3,728,000
Engineering and municipal affairs.....	3,075,000	2,376,000
Education and occupational training.....	1,135,000	1,025,000
Yukon Hospital Insurance Service.....	868,000	653,000
Interest on loans from Canada.....	604,000	456,000
Welfare.....	404,000	356,000
Health.....	365,000	268,000
Other.....	1,058,000	992,000
	<u>17,209,000</u>	<u>13,099,000</u>
Revenue—		
Federal grants:		
Operating.....	4,612,000	3,096,000
Loan amortization.....	1,003,000	780,000
	<u>5,615,000</u>	<u>3,876,000</u>

	Year ended March 31	
	1969	1968
Taxes.....	\$ 2,091,000	\$ 1,247,000
Liquor profits.....	1,391,000	1,130,000
Licences.....	458,000	349,000
Other.....	314,000	231,000
	<u>4,254,000</u>	<u>2,957,000</u>
Expenditure recoveries:		
Capital projects.....	1,683,000	1,174,000
Engineering and municipal affairs.....	2,144,000	1,604,000
Yukon Hospital Insurance Service.....	586,000	397,000
Education and occupational training.....	311,000	281,000
Welfare.....	310,000	276,000
Other.....	549,000	568,000
	<u>5,583,000</u>	<u>4,300,000</u>
	<u>15,452,000</u>	<u>11,133,000</u>
Excess of expenditure over revenue.....	\$ 1,757,000	\$ 1,966,000

**316. *Municipal Development and Loan Board.*** This Board was established by the Municipal Development and Loan Act, 1963, c.13, to promote increased employment in Canada by augmenting or accelerating municipal capital works programs through loans to municipalities. Funds were allotted to the provinces in proportion to the populations as determined by the 1961 census.

As required by section 19 of the Act, we have examined the accounts for the year ended March 31, 1969 and have reported thereon to the Board and to the Minister of Finance.

Expense for the year amounted to \$44,000, a decrease of \$39,000 from the previous year, and was met to the extent of \$11,000 from Finance Vote 45, and to the extent of \$33,000 by government departments which provided accommodation, accounting and other services without charge. An amount of \$9,000 received from the Canada Deposit Insurance Corporation, with respect to the Board's staff and office accommodation shared by it, was credited to revenue.

The termination date for loan applications was March 31, 1966 and at March 31, 1969 the Board had authorized and fully disbursed 2,429 loans, amounting to \$396,952,000, to 1,262 municipalities.

The Act provides for forgiveness of 25% of the principal of a loan where the project was completed to the satisfaction of the Board prior to September 30, 1966, and where the project was not completed on or before September 30, 1966, for forgiveness of 25% of that portion of the principal of a loan that was made with respect to the cost, as determined by the Board, incurred on a project up to September 30, 1966. Loans totalling \$97,605,000 were forgiven by the Board leaving \$299,347,000 to be repaid to the Department of Finance with interest at from 5¼% to 5⅝% in annual or semi-annual

instalments over periods not to exceed the useful life of the project up to a maximum of 50 years. At March 31, 1969 repayments totalling \$18,035,000 had been made leaving \$281,312,000 outstanding at that date.

The purposes for which the Board was established having been fulfilled, its staff and facilities were transferred to the Canada Deposit Insurance Corporation as of April 1, 1969.

**317. National Arts Centre Corporation.** The National Arts Centre Act, 1966-67, c.48, established the National Arts Centre Corporation consisting of a Board of Trustees composed of a chairman, a vice-chairman, and nine other members appointed by the Governor in Council and the persons from time to time holding the five public offices named in the Act. The objects of the Corporation are to operate and maintain the National Arts Centre, to develop the performing arts in the National Capital region and to assist the Canada Council in the development of the performing arts elsewhere in Canada.

The construction costs of the National Arts Centre building to March 31, 1969 amounted to \$43.8 million, which was provided from parliamentary appropriations of the Department of the Secretary of State. The Centre itself is not included among the assets of the Corporation and we are informed that the Department of Public Works intends to lease the Centre to the Corporation for twenty years. Under the terms of the proposed lease, the Corporation is to assume full responsibility for both maintenance and operation of the building but will not be required to pay rent or to provide for interest and depreciation charges. If this policy is followed the accounts and financial statements of the Corporation will not reflect the true costs of operating the National Arts Centre. (See paragraph 96 of Volume I of this Report.)

As required by section 16 of the Act, we have audited the accounts and financial transactions of the Corporation for the year ended March 31, 1969 and have reported thereon to the Chairman of the Board with a copy of the report being provided to the Secretary of State.

At March 31, 1969 the Crown's equity in the Corporation was \$589,000 comprising: cash and short-term bank deposits, \$326,000; advances to performing companies and artists under contract, \$224,000; furniture and equipment, \$124,000; accounts receivable, \$14,000; less accounts payable, \$99,000.

The following is a summary of operations for the past two years:

	Year ended March 31	
	1969	1968
Expense—		
Salaries and employee benefits.....	\$ 487,000	\$ 343,000
Consultant services and expenses.....	79,000	46,000
Office rent.....	70,000	63,000



	Year ended March 31	
	1969	1968
Advertising and promotion.....\$	67,000	\$ 98,000
Concerts and theatrical productions.....	51,000	84,000
Employee travel.....	46,000	55,000
Office expense.....	39,000	32,000
Mobile theatre performances.....	31,000	—
Telephone and telegraph.....	25,000	30,000
Library films and books.....	22,000	15,000
Trustee fees and expenses.....	21,000	25,000
Building maintenance.....	20,000	—
Utilities.....	18,000	—
Audition fees and expenses.....	15,000	—
Miscellaneous.....	25,000	17,000
	<u>1,016,000</u>	<u>808,000</u>
<i>Less: Portion recovered from the Centennial Commission in respect of Festival Canada.....</i>	<u>—</u>	<u>175,000</u>
	<u>1,016,000</u>	<u>633,000</u>
Income—		
Interest.....	26,000	9,000
Concerts and theatrical productions.....	23,000	35,000
Other.....	2,000	1,000
	<u>51,000</u>	<u>45,000</u>
Net cost of operations.....\$	<u>965,000</u>	<u>\$ 588,000</u>

Operations for the year were mainly confined to organization, planning and preparations for the opening of the National Arts Centre which took place in May 1969.

**318. National Museums of Canada.** This Corporation was established on April 1, 1968 by the National Museums Act, 1967-68, c.21. It consists of a Board of Trustees composed of a Chairman, a Vice-Chairman, the Director of the Canada Council, the President of the National Research Council of Canada, and ten other members appointed by the Governor in Council. The purposes of the Corporation, comprising the National Gallery of Canada and the museums of human history, natural history and science and technology, are to demonstrate the products of nature and the works of man so as to promote interest therein and to disseminate knowledge thereof throughout Canada.

As required by section 21 of the Act, a report on the audit of the Corporation's accounts for the year ended March 31, 1969 was made to the Chairman of the Board, with a copy being provided to the Secretary of State.

The following is a summary of the expenditure of the Corporation for the year ended March 31, 1969:

Administration, operation and maintenance—	
Salaries, wages and employee benefits.....	\$ 3,131,000
Accommodation.....	748,000
Scientific and other professional and special services.....	590,000
Protective services.....	511,000
Publications.....	284,000
Materials and supplies.....	281,000
Travel.....	224,000
Display services.....	221,000
Office supplies and equipment including books.....	202,000
Transportation of exhibitions.....	174,000
Exhibition rentals and photography services.....	141,000
Communications.....	101,000
Other.....	239,000
	<u>6,847,000</u>
Works of art, artifacts and other objects.....	991,000
Machinery, equipment and furnishings.....	347,000
	<u>          </u>
Total expenditure.....	<u>\$ 8,185,000</u>
Total expenditure provided for by—	
Secretary of State Vote 70.....	\$ 6,023,000
National Museums Purchase Account.....	991,000
Government departments which provided major services without charge.....	1,171,000
	<u>          </u>
	<u>\$ 8,185,000</u>

Miscellaneous receipts amounted to \$52,000 comprising: \$25,000 from exhibition, lecture and restoration fees, etc.; \$13,000 from admission fees to the Jordaens exhibit; \$8,000 from sales of publications, slides, photographs, etc.; \$3,000 in refunds of previous years' expenditure; and \$3,000 in sundries. These receipts are recorded as revenue of the Secretary of State.

In accordance with section 10 of the Act, three special accounts, the National Museums Purchase Account, the National Museums Special Account and the National Museums Trust Account, were set up within the Consolidated Revenue Fund for Corporation purposes.

The National Museums Purchase Account was credited with \$366,000, the balance to the credit of the National Gallery Purchase Account at March 31, 1968, and with \$1,050,000 from Secretary of State Vote 70, to acquire works of art, artifacts and objects on which \$991,000 was expended during the year leaving a balance of \$425,000 available for future acquisitions.

The National Museums Special Account was credited with \$4,000 transferred from the former National Gallery Special Operating Account.

The National Museums Trust Account was credited with \$1,700, being the Glazebrook Bequest Trust Fund transferred from the former National Gallery Special Operat

ing Account, and \$1,200, the McKee Trophy Fund transferred from the Department of the Secretary of State. Interest earned on these funds during the year amounted to \$75 and an award of \$100 was paid, leaving a balance of \$2,900 at March 31, 1969.

**319. The Queen Elizabeth II Canadian Fund to Aid in Research on the Diseases of Children.** The Queen Elizabeth II Canadian Research Fund Act, 1959, c.33, established this Fund to assist individuals or organizations to undertake or carry on research into the diseases of children and the causes, prevention and treatment of such diseases. A Board of Trustees consisting of a chairman and six members is responsible for the management and administration of the Fund. As required by the Act, the National Research Council of Canada provides, without charge, such secretarial and other administrative and technical services and facilities as may be required by the Board, whose headquarters is in Ottawa. A report on the audit of the Fund's accounts for the year ended March 31, 1969 was made to the Board and to the Prime Minister as required by the Act.

The Act provided \$1 million for the Fund and permits the Board to accept gifts for its purposes. The following is a summary of the Fund's transactions for the year together with comparable figures for the preceding year:

	Year ended March 31	
	1969	1968
Balance at beginning of year.....	\$ 1,033,000	\$ 1,008,000
Earnings on investments.....	63,000	46,000
	<hr/> 1,096,000	<hr/> 1,054,000
Awards approved during year.....	134,000	48,000
Conference on paediatric research.....	7,000	—
Less: Cancellation of awards approved in prior years.....	—	27,000
	<hr/> 141,000	<hr/> 21,000
Balance at end of year.....	<hr/> <hr/> \$ 955,000	<hr/> <hr/> \$ 1,033,000

Two categories of awards have been established by the Board of Trustees, namely "Queen Elizabeth II Fellowships" and "Queen Elizabeth II Scientists". Awards in the first category are made to doctors of medicine or "other suitable fields of science" to enable them to obtain advanced training and experience in research related to diseases of children. The value of a fellowship ranges from \$4,500 to \$8,700 per annum, depending upon qualifications, plus a travel grant and children's allowances where applicable. One renewal and four new fellowships totalling \$38,000 were awarded during the year. In addition travel grants and children's allowances totalling \$6,000, relating to fellowships, were approved and paid during the year.

The second category covers the salaries of scientists appointed to carry out research at universities or teaching hospitals. Regulations approved by the Board of Trustees



with regard to these appointments provide for payments of \$10,000 or more per annum, depending upon qualifications, for the first three years and \$5,000 per annum for the next following three years, after which the institution at which the appointment is held is expected to maintain the salary of the appointee at an appropriate level without further recourse to the Fund. Two such appointments were made during the year for which \$90,000 was provided in the Fund's accounts.

The Fund continues to support three scientist appointees of prior years and the outstanding liability of \$50,000 in this connection plus the outstanding liability of \$8,000 for six fellowships awarded in the preceding year were included in the total provision of \$186,000 for awards approved appearing on the balance sheet of the Fund at March 31, 1969.

**320. Roosevelt Campobello International Park Commission.** The Commission was established by an agreement between Canada and the United States of America signed on January 22, 1964 to administer the Roosevelt Campobello International Park, on Campobello Island, N.B., as a memorial to President Franklin Delano Roosevelt. Implementing legislation in Canada is the Roosevelt Campobello International Park Commission Act, 1964-65, c.19. The Commission consists of six members, three appointed by the Government of Canada and three by the Government of the United States of America.

Proprietary equity at December 31, 1968 totalled \$829,000, represented by: cash, \$179,000 and capital assets, \$651,000; less accounts payable, \$1,000.

All costs of maintenance and development of the Park are shared equally by the two countries. Operating expenditure totalled \$107,000 for the Commission's year ended December 31, 1968 compared with \$100,000 for the previous year. The major items of expenditure were: salaries, wages and employee benefits, \$82,000; travel, \$6,000; repairs and maintenance, \$6,000; conferences, \$3,000; and insurance, \$3,000.

Capital expenditure amounted to \$61,000 of which \$34,000 was for property improvements and \$27,000 for equipment.

**321. Royal Canadian Mint stocks.** The Royal Canadian Mint was a branch of the Department of Finance up to March 31, 1969 and its revenue and expenditure accordingly formed part of, and were examined with, departmental revenue and expenditure. Section 20 of the Currency, Mint and Exchange Fund Act, R.S., c.315, required that "the Auditor General shall, at least once in each year, inspect the store of bullion and coin at the Mint". We inspected these stores as at March 31, 1969 and reported thereon to the Deputy Minister of Finance. The stocks of bullion and metals at cost and coin at face value held by the Mint at that date amounted to \$14,857,000 comprising: gold \$8,234,000; silver \$693,000; bronze, \$607,000; and nickel, \$5,323,000.

With effect from April 1, 1969 the Royal Canadian Mint was incorporated under section 72 of the Government Organization Act, 1969, 1968-69, c.28. This Act also repealed section 20 of the Currency, Mint and Exchange Fund Act and consequently ou

responsibility under this section for the annual inspection of the store of bullion and coin therein has been withdrawn. However, subsection (2) of section 93 of the Government Organization Act, 1969 provides that:

The Auditor General shall inspect the inventories of stores and metals of the Mint at least once in each year.

Because of the importance of the store of bullion and coin our previous annual inspections under the Currency, Mint and Exchange Fund Act have consisted of a complete count of precious metals. It will be noted that the new Act calls for an annual inspection of stores and metals, an added requirement which was inserted in Bill C-173 without prior consultation with the Auditor General. It is not practical, nor should it be necessary, for any auditor to make a 100% inspection of stores on hand or of base metals and therefore the inspection of stores and metals of the Mint will henceforth be on a test basis as is the case with the audit of other inventory accounts. This means, of course, that there will not necessarily be a complete annual inspection of the store of bullion and coin at the Mint unless Parliament or the Public Accounts Committee indicates its desire that this be continued.

**322. Royal Canadian Mounted Police (Dependants) Pension Fund.** This Fund was established in 1934 under Part IV of the Royal Canadian Mounted Police Act, *R.S., c.241*, retitled in 1959 the Royal Canadian Mounted Police Pension Continuation Act, to enable members of the Force other than commissioned officers to provide pensions for their dependants. The Fund is credited with contributions and interest at 4% per annum and charged with all pensions, annuities and other benefits paid.

The balance of the Fund at March 31, 1969 was \$8,282,000 compared with \$8,093,000 at March 31, 1968.

In compliance with section 88 of the Act, we have examined the accounts and financial statement of the Royal Canadian Mounted Police (Dependants) Pension Fund for the year ended March 31, 1969 and have reported thereon to the Solicitor General. The following is a summary of the Fund's transactions for the year together with comparable figures for the preceding year:

	Year ended March 31	
	1969	1968
Receipts—		
Contributions by members.....	\$ 320,000	\$ 341,000
Interest.....	322,000	313,000
Penalties on delayed contributions.....	1,000	1,000
	<u>643,000</u>	<u>655,000</u>
Disbursements—		
Withdrawals of contributions.....	372,000	381,000
Pensions to dependants.....	82,000	82,000
	<u>454,000</u>	<u>463,000</u>
Excess of receipts over disbursements.....	<u>\$ 189,000</u>	<u>\$ 192,000</u>

The Act requires that an actuarial valuation of the Fund be made every five years. The last such valuation was made by the Department of Insurance as at March 31, 1964 and, like the four preceding quinquennial valuations, showed the Fund to be in a surplus position. Following each of these valuations since 1949, an increase in benefits has been implemented on recommendation of the actuary. An actuarial valuation as at March 31, 1969 is under way.

\* \* \* \*

In January 1969 one of my Directors, Mr. Arthur B. Stokes, was granted leave of absence in order that he might accept a two-year term appointment as Director, Internal Audit Service, with the United Nations. While we can ill afford to lose Mr. Stokes' services for this period, I realize the importance to Canada of having a senior position in the United Nations occupied by a Canadian and am happy to have been able to make this possible.

The frustration caused by the Treasury Board's reclassification of my staff positions together with the continuing staff shortages has made the year a particularly difficult one for my entire staff. I wish to record my appreciation for their continued loyalty and devotion to duty under these trying circumstances.

A. M. HENDERSON  
*Auditor General of Canada.*

March 24, 1970.



## EXHIBITS

(as published in the Public Accounts)

Statement of Expenditure and Revenue for the fiscal year ended March 31, 1969 (with comparative figures for the preceding fiscal year) . . . . .	Exhibit 1
Statement of Assets and Liabilities as at March 31, 1969 (with comparative figures as at March 31, 1968) . . . . .	Exhibit 2
Summary of Appropriations, Expenditures and Unexpended Balances by Departments for the fiscal year ended March 31, 1969 . . . . .	Exhibit 3
Summary of Revenue by Main Classifications and Departments for the fiscal year ended March 31, 1969 . . . . .	Exhibit 4

## THE GOVERNMENT

STATEMENT OF EXPENDITURE AND REVENUE FOR  
(with comparative figures for

## EXPENDITURE

	Fiscal year ended	
	March 31, 1969	March 31, 1968
Agriculture.....	\$ 286,880,199	\$ 276,467,417
Communications.....	12,830,989	14,501,230
Post Office.....	341,712,135	301,845,593
Consumer and Corporate Affairs.....	13,752,965	12,871,549
Energy, Mines and Resources.....	107,117,782	134,067,804
Atomic Energy.....	72,573,868	69,301,717
External Affairs.....	226,116,193	215,748,898
Finance—		
Public debt charges.....	1,479,987,035	1,300,748,995
Fiscal, tax-sharing, subsidies and other payments to provinces.....	867,115,873	737,510,554
Other expenditure.....	69,265,417	78,485,017
Auditor General.....	2,416,363,325	2,116,744,563
Insurance.....	2,423,060	2,268,666
Fisheries and Forestry.....	1,873,952	1,904,188
Governor General and Lieutenant-Governors.....	79,045,963	73,797,011
Indian Affairs and Northern Development.....	1,039,210	1,020,657
Industry and Trade and Commerce.....	266,992,760	231,436,114
Justice.....	203,888,767	186,394,080
Labour.....	16,930,785	15,354,385
Unemployment Insurance Commission.....	11,162,675	10,879,840
Legislature.....	125,435,370	107,150,238
Manpower and Immigration.....	18,586,762	18,305,865
National Defence—	416,115,015	417,867,189
Defence services.....	1,507,694,827	1,527,867,125
Defence research.....	44,146,326	40,589,972
Other expenditure.....	208,954,612	183,141,072
National Health and Welfare—	1,760,795,765	1,751,598,169
Family allowances.....	560,186,052	558,774,458
Other expenditure.....	1,108,553,994	949,942,995
National Revenue.....	1,668,740,046	1,508,717,453
Privy Council.....	119,970,863	115,058,155
Public Works.....	9,269,630	11,024,563
Regional Development.....	284,771,301	290,800,422
Secretary of State.....	180,789,864	159,573,686
Canadian Broadcasting Corporation.....	374,240,394	222,661,380
Solicitor General.....	148,329,094	143,283,050
Royal Canadian Mounted Police.....	64,183,123	65,804,445
Supply and Services.....	101,755,172	87,655,413
Transport.....	65,701,541	64,352,811
Central Mortgage and Housing Corporation.....	478,296,457	512,146,530
Treasury Board.....	29,763,950	23,131,106
National Research Council.....	314,428,206	158,512,285
Veterans Affairs—	117,786,798	101,019,186
Pensions.....	223,320,876	205,598,530
Other expenditure.....	204,258,782	195,216,382
Total expenditure.....	427,579,658	400,814,912
Budgetary deficit.....	10,767,248,637	9,824,080,573
	-576,112,843	-794,774,669
	10,191,135,794	9,029,305,904

R. B. BRYCE,  
Deputy Minister of Finance.

H. R. BALLS,  
Deputy Receiver General for Canada.

(This Statement is to be found on pages 7.2 and 7.3 of the Public Accounts, Volume I)

## EXHIBIT 1

## OF CANADA

THE FISCAL YEAR ENDED MARCH 31, 1969  
the preceding fiscal year)

## REVENUE

	Fiscal year ended	
	March 31, 1969	March 31, 1968
<b>Tax revenue—</b>		
Income tax—		
Personal <sup>(1)</sup> .....	\$ 3,356,430,988	\$ 2,849,573,890
Corporation <sup>(1)</sup> .....	2,030,040,413	1,670,589,109
On dividends, interest, etc., going abroad.....	205,566,003	220,472,054
Social development tax.....	63,000,000	
Excise taxes—		
Sales <sup>(1)</sup> .....	1,569,840,938	1,601,092,631
Other.....	377,864,893	337,048,159
Customs import duties.....	761,681,095	746,437,351
Excise duties.....	509,287,828	488,554,309
Estate tax.....	112,377,045	102,192,358
Miscellaneous.....	249,889	302,582
	8,986,339,092	8,016,262,443
<b>Non-tax revenue—</b>		
Return on investments.....	695,098,892	612,274,956
Post Office—net postal revenue.....	310,625,169	281,645,632
Refunds of previous years' expenditure.....	23,753,541	21,125,932
Services and service fees.....	30,740,107	31,723,385
Proceeds from sales.....	17,421,572	17,361,161
Privileges, licences and permits.....	35,030,664	23,499,237
Bullion and coinage.....	74,764,059	10,672,046
Premium, discount and exchange.....	515,452	
Miscellaneous.....	16,847,246	14,741,112
	1,204,796,702	1,018,043,461

<sup>(1)</sup>Excluding tax credited to:

	1968-69	1967-68
<b>Old age security fund—</b>		
Personal income tax.....	\$ 915,000,000	\$ 800,100,000
Corporation income tax.....	183,000,000	150,000,000
Sales tax.....	528,121,864	544,516,014

---

Total revenue.....	10,191,135,794	9,029,305,904
--------------------	----------------	---------------

---

## Auditor General's Certificate

The above Statement has been examined in accordance with the provisions of the Financial Administration Act. I have obtained all the information and explanations I have required and, subject to the comments in my report to the House of Commons, I certify that the Statement is in agreement with the accounts maintained by the Department of Finance and that, in my opinion, it exhibits a correct view of the expenditure and revenue of Canada for the year ended March 31, 1969.

A. M. HENDERSON,  
Auditor General.



## THE GOVERNMENT

STATEMENT OF ASSETS AND  
(with comparative figures)

## ASSETS

	March 31, 1969	March 31, 1968	Net increase or decrease (—) during 1968-69
1. Current assets—			
(a) Cash, schedule A, page 9.....\$	884,933,108	\$ 1,260,654,098	\$ -375,720,990
(b) Securities held for the securities investment account at amortized cost.....	44,426,808	44,354,537	72,271
(c) Other current assets, schedule B, page 9.....	52,013,769	39,121,940	12,891,829
	981,373,685	1,344,130,575	-362,756,890
2. Departmental working capital advances, schedule C, page 9.....	188,871,332	186,540,216	2,331,116
3. Cash in blocked currency, schedule D, page 11.....	1,913,820	2,136,260	-222,440
4. Advances to the exchange fund account—(value of investments from advances on basis of official parity rates: March 31, 1969, \$2,897,282,289; March 31, 1968, \$2,063,040,896).....	2,867,000,000	2,033,312,000	833,688,000
5. Investments in United States dollar securities issued by other than the Government of Canada—Columbia River Treaty.....	90,329,161	122,616,661	-32,287,500
6. Canada pension plan investment fund, schedule E, page 11.....	2,022,947,000	1,280,788,000	742,159,000
7. Investments held for retirement of unmatured debt.....	6,377,372	8,140,398	-1,763,026
8. Loans to, and investments in, Crown corporations, schedule F, page 11 Recovery likely to require parliamentary appropriations.....	8,514,829,613	7,718,393,554	796,436,059
	252,965,686	217,217,110	35,748,576
	8,767,795,299	7,935,610,664	832,184,635
9. Loans to national governments, schedule G, page 13.....	1,269,212,533	1,206,083,565	63,128,968
10. Other loans and investments, schedule H, page 14—			
(a) Subscriptions to capital of, and working capital advances and loans to, international organizations.....	999,123,550	969,646,296	29,477,254
(b) Loans to provincial governments.....	270,328,269	187,748,437	82,579,832
(c) Municipal development and loan board advances (less reserve for forgiveness of indebtedness).....	281,312,386	279,673,531	1,638,855
(d) Veterans land act fund (less reserve for conditional benefits).....	421,668,258	382,949,442	38,718,816
(e) Miscellaneous.....	141,907,732	121,269,244	20,638,488
Recovery likely to require parliamentary appropriations.....	3,869,256	—	-3,869,256
	2,114,340,195	1,945,156,206	169,183,989
11. Securities held in trust, schedule I, page 18.....	111,466,005	59,535,445	51,930,560
12. Deferred charges—			
(a) Unamortized portions of actuarial deficiencies—			
Canadian forces superannuation account.....	242,691,200	187,617,200	55,074,000
Public service superannuation account.....	186,486,400	150,319,800	36,166,600
Royal Canadian Mounted Police superannuation account.....	20,720,200	15,816,000	4,904,200
(b) Unamortized loan flotation costs, appendix No. 7, Section 9, page 17.....	163,458,374	138,201,555	25,256,819
	613,856,174	491,954,555	121,401,619
13. Capital assets.....	1	1	—
14. Inactive loans and investments, schedule J, page 18.....	94,824,381	94,824,381	—
Total recorded assets.....	19,129,806,958	16,710,828,927	2,418,978,031
15. Less: reserve for losses on realization of assets.....	-546,384,065	-546,384,065	—
Net recorded assets.....	18,583,422,893	16,164,444,862	2,418,978,031
16. Net debt, represented by excess of liabilities over net recorded assets, schedule K, page 19.....	17,335,837,990	16,759,725,147	576,112,843
	35,919,260,883	32,924,170,009	2,995,090,874

The notes appearing on page 6 are an integral part of this Statement of Assets and Liabilities.

R. B. BRYCE,  
Deputy Minister of Finance.

H. R. BALLS,  
Deputy Receiver General for Canada.

(This Statement and the schedules and pages referred to therein are to be found  
in the Public Accounts, Volume I, Section 7, except where otherwise indicated)

## EXHIBIT 2

## OF CANADA

LIABILITIES AS AT MARCH 31, 1969  
as at March 31, 1968)

## LIABILITIES

	March 31, 1969	March 31, 1968	Net increase or decrease (—) during 1968-69
17. Current and demand liabilities, schedule L, page 19—			
(a) Outstanding treasury cheques.....\$	502,541,222	\$ 427,400,653	\$ 75,140,569
(b) Accounts payable (that portion paid in April of the next following fiscal year).....	470,161,879	520,196,369	—50,034,490
(c) Non-interest-bearing notes payable to the international monetary fund and other international organizations.....	601,008,062	816,729,712	—215,721,650
(d) Matured debt outstanding.....	39,707,891	25,969,247	13,738,644
(e) Interest due and outstanding.....	162,914,863	161,569,529	1,345,334
(f) Interest accrued.....	399,433,074	315,282,741	84,150,333
(g) Other current liabilities.....	43,320,591	43,479,142	—158,551
	2,219,087,582	2,310,627,393	—91,539,811
18. Deposit and trust accounts, schedule M, page 21.....	511,842,589	440,885,029	70,957,560
19. Annuity, insurance and pension accounts, schedule N, page 25.....	10,520,062,593	9,052,968,054	1,467,094,539
20. Undisbursed balances of appropriations to special accounts, schedule O, page 26.....	235,508,025	124,818,768	110,689,257
21. Refundable corporation tax.....	140,806,087	235,268,700	—94,462,613
22. Provision for compound interest on Canada savings bonds, schedule P, page 26.....	12,421,176	26,041,259	—13,620,083
23. Deferred credits, schedule Q, page 26.....	174,325,834	149,861,259	24,464,575
24. Suspense accounts, schedule R, page 27.....	4,249,291	3,824,513	424,778
25. Unmatured debt, schedule S, page 28—			
(a) Bonds.....	19,260,957,706	18,099,875,034	1,161,082,672
(b) Treasury bills.....	2,840,000,000	2,480,000,000	360,000,000
	22,100,957,706	20,579,875,034	1,521,082,672

## NOTE:

The indirect or contingent liabilities of the Government of Canada, consisting of railway securities guaranteed as to principal and interest \$1,131,365,986; other guarantees of \$8,933,941,974; together with certain indeterminate guarantees, are listed on page 91.

Total liabilities.....	35,919,260,883	32,924,170,009	2,995,090,874
------------------------	----------------	----------------	---------------

## Auditor General's Certificate

The above Statement has been examined in accordance with the provisions of the Financial Administration Act. I have obtained all the information and explanations I have required and, subject to the comments in my report to the House of Commons, I certify that the Statement is in agreement with the accounts maintained by the Department of Finance and that, in my opinion, it exhibits a correct view of the financial position of Canada as at March 31, 1969.

A. M. HENDERSON,  
Auditor General.

## EXHIBIT 3

**SUMMARY OF APPROPRIATIONS, EXPENDITURES AND UNEXPENDED BALANCES  
BY DEPARTMENTS FOR THE FISCAL YEAR ENDED MARCH 31, 1969**

Section (Volume II)	Department	Appropriations	Expenditures	Unexpended Balances	
				Lapsed	Carried forward <sup>(1)</sup>
		\$	\$	\$	\$
1	Agriculture.....	288,708,035	286,880,199	1,827,836	
2	Communications.....	360,673,001	354,543,124	6,129,877	
3	Consumer and Corporate Affairs.....	14,431,929	13,752,965	678,964	
4	Energy, Mines and Resources.....	191,124,701	179,691,650	11,433,051	
5	External Affairs.....	(2) 231,862,481	226,116,193	3,351,991	2,394,297
6	Finance.....	(3) 2,425,538,949	2,420,665,337	4,873,612	
7	Fisheries and Forestry.....	81,647,857	79,045,963	2,601,894	
8	Governor General and Lieutenant-Governors.....	1,111,733	1,039,210	72,523	
9	Indian Affairs and Northern Development.....	(4) 268,562,366	266,992,760	1,052,935	516,671
10	Industry and Trade and Commerce.....	(5) 234,526,348	203,888,767	30,637,581	
11	Justice.....	18,293,717	16,930,785	1,362,932	
12	Labour.....	140,777,320	136,598,045	4,179,275	
13	Legislature.....	19,536,079	18,586,762	949,317	
14	Manpower and Immigration.....	(6) 424,464,044	416,115,015	8,348,595	434
15	National Defence.....	1,763,939,716	1,760,795,765	3,143,951	
16	National Health and Welfare.....	1,676,791,283	1,668,740,046	8,051,237	
17	National Revenue.....	124,518,529	119,970,863	4,547,666	
18	Privy Council.....	9,749,864	9,269,630	480,234	
19	Public Works.....	299,217,591	284,771,301	14,446,290	
20	Regional Development.....	(7) 186,740,865	180,789,864	5,461,396	489,605
21	Secretary of State.....	529,841,218	522,569,488	4,506,199	2,765,531
22	Solicitor General.....	173,011,000	165,938,295	7,072,705	
23	Supply and Services.....	70,900,850	65,701,541	5,199,309	
24	Transport.....	540,761,290	508,060,407	32,700,883	
25	Treasury Board.....	432,874,990	432,215,004	659,986	
26	Veterans Affairs.....	435,742,193	427,579,658	8,162,535	
		(8) 10,945,347,949	10,767,248,637	171,932,774	6,166,538

(1) Available for expenditure in subsequent fiscal years: Department of External Affairs vote 35, \$2,394,297, Department of Indian Affairs and Northern Development vote 30b, \$516,671, Department of Manpower and Immigration vote 6b, \$434, Department of Transport vote 100a (1967-68) with Department of Regional Development vote 100a (1968-69), \$489,605, Department of the Secretary of State vote 1b, \$153,889 and vote 2b \$2,611,642.

(2) Includes \$2,398,789 carried forward from vote 35, Department of External Affairs 1967-68 estimates.

(3) Includes \$3,919,419 carried forward from vote 46c and \$1,073,095 from vote 50, Department of Finance 1967-68 estimates.

(4) Includes \$3,707,058 carried forward from vote 30, Department of Indian Affairs and Northern Development 1967-68 estimates.

(5) Includes \$12,350,764 carried forward from vote 35c, Department of Industry and Trade and Commerce 1967-68 estimates.

(6) Includes \$21,013,536 carried forward from vote 6b and \$3,000,000 from vote 10c, Department of Manpower and Immigration 1967-68 estimates.

(7) Includes \$23,137 carried forward from vote 95a and \$704,996 from vote 100a, formerly listed under Department of Transport 1967-68 estimates.

(8) In addition, parts of appropriations in the amount of \$433,737 in respect to the Department of Regional Development and expenditures in a similar amount were transferred to "other loans and investments".

R. B. BRYCE,  
*Deputy Minister of Finance.*

H. R. BALLS,  
*Deputy Receiver General for Canada.*

*Auditor General's Certificate*

The accounts relating to the expenditures as set forth in the above Statement have been examined under my direction and subject to the comments in my report to the House of Commons, I certify that, in my opinion, the Statement gives a correct summary for the year ended March 31, 1969.

A. M. HENDERSON,  
*Auditor General.*

(This Summary is to be found on page 8.2 of the Public Accounts, Volume I, and the sections referred to therein are those in the Public Accounts, Volume II)



## SUMMARY OF REVENUE BY MAIN CLASSIFICATIONS AND DEPARTMENTS FOR THE FISCAL YEAR ENDED MARCH 31, 1969

Section (Volume II)	Department	Tax revenue	Return on investments	Bullion and coinage	Postal revenue	Privileges, licences and permits	Proceeds from sales	Services and service fees	Refunds of previous years' expenditure	Miscel- laneous	Premium, discount and exchange	Total
		\$	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$
1	Agriculture.....		52,797,341			368,879	1,345,843	10,244,547	118,159	70,673		64,945,442
2	Communications.....		2,625,812		310,625,169				57,426	84,915		313,393,322
3	Consumer and Corporate Affairs.....					6,345,397	132	2,967,582	716	533,182		9,847,009
4	Energy, Mines and Resources.....		961,394			947,366	929,982	104,812	379,979	50,657		3,374,190
5	External Affairs.....		284,110			2,138,972	1,165,413	451,200	213,366	18,306		4,221,367
6	Finance.....	249,890	340,387,738	74,764,059			970	4,780,615	589,908	546,378		421,835,007
7	Fisheries and Forestry.....		644,358			646,571	207,274	8,287	20,482	107,840	515,452	1,634,812
8	Indian Affairs and Northern Development.....		2,879,343			15,893,663	1,062,354	1,010,486	845,424	1,090,057		22,781,327
9	Industry and Trade and Commerce.....		12,610,326			45,357	1,044	59,671	1,204,831	925,743		14,846,972
10	Justice.....							46,863	1,948	64,581		113,392
11	Labour.....		1,238				2,382	9,372	20,373	972,087		1,005,432
12	Legislature.....					86,403		5,383	17,921	106,588		216,295
13	Manpower and Immigration.....		8,292			13,303	19,910	19,566	2,441,480	303,718		2,806,269
14	National Defence.....		1,335,020			587,668	277,643	2,143,396	7,248,979	3,270,055		14,862,761
15	National Health and Welfare.....					271,327	223,619	5,629,135	679,695	103,607		6,907,383
16	National Revenue.....	8,986,089,202	3,568			222,377	195,483	305,007	19,438	4,008,823		8,990,843,898
17	Privy Council.....								90,635	5,451		96,086
18	Public Works.....					5,100,203	404,955	1,647,372	831,737	816,519		8,800,786
19	Regional Development.....		7,588,246			1,313,430	274,145	978,770	96,364	65,036		10,315,991
20	Secretary of State.....		25,308			567,505	8,364	53,551	124,165	148,750		927,643
21	Solicitor General.....		475,305			56,947	319,343	12,718	395,587	174,210		1,434,110
22	Supply and Services.....		5,735,200			22,433	7,793,240	261,710	13,936	69,593		13,896,112
23	Transport.....		250,715,050			385,377	3,189,476	64	3,264,010	1,604,677		259,158,654
24	Treasury Board.....					17,486			446,672	1,538,758		1,985,430
25	Veterans Affairs.....		16,071,243						4,630,313	167,062		20,886,104
26		8,986,339,092	695,098,892	74,764,059	310,625,169	35,030,664	17,421,572	30,740,107	23,753,541	16,847,246	515,452	10,191,135,794

R. B. BRYCE,  
Deputy Minister of Finance.

H. R. BALLS,  
Deputy Receiver General for Canada.

Auditor General's Certificate

The accounts relating to the revenue as set forth in the above Statement have been examined under my direction and, subject to the comments in my report to the House of Commons, I certify that, in my opinion, the Statement gives a correct summary for the year ended March 31, 1969.

A. M. HENDERSON,  
Auditor General.

(This Summary is to be found on pages 8.58 and 8.59 of the Public Accounts, Volume I,  
and the sections referred to therein are those in the Public Accounts, Volume II)



